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# Handbook of American Prisons

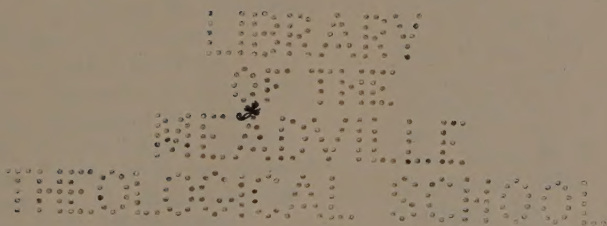
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Prepared by the  
National Society of Penal Information, Inc.

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*Editors*



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# NATIONAL SOCIETY OF PENAL INFORMATION, INC.

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## PREFACE

The unenviable preëminence of this country in crime has long been recognized. In recent years there has developed a general and apparently an increasing doubt as to the effectiveness of established methods developed by society to protect itself. It is only when an attempt is made to get information about the relation of our social and industrial order to crime, or even to secure reasonably accurate data about some one phase of crime, that the inadequacy and inaccuracy of our records are realized. When an attempt is made to ascertain how the police, the courts or the prisons are actually functioning, the lack of available organized data is apparent. There is an abundance of strongly expressed statement of opinion but the strength of expression often covers a dearth of information to support the opinion. There is evident, to use Morley's pithy phrase, much of the "temperament which mistakes strong expression for strong judgment and violent phrase for grounded conviction." There has been in this field comparatively little painstaking collection of facts and still less of the scientific attitude in interpreting them.

The general and probably increasing doubt as to the effectiveness of the established means for coping with crime undoubtedly will lead to changes but change is by no means synonymous with progress. It may mean reaction, and a return to methods or practices given up because they have failed.

If dissatisfaction with present conditions is to result in

increased protection for society the degree of increased protection will obviously depend on a broad knowledge and an intelligent interpretation of the facts; on information carefully collected and verified.

The dissatisfaction, so far as prisons are concerned, has been given very general expression in news columns, letters to newspapers, magazine articles and books. The causes given for this dissatisfaction are varied and not infrequently contradictory. A significant factor in many statements is their revelation of a lack of knowledge of what is really going on in our prisons. The incidental is interpreted as typical. If criticism is to become constructive the fundamental characteristics of the prison must be known and an intelligent basis for judging them set up.

**Purpose of the Society**—The National Society of Penal Information was organized to study persistently and continuously the problem of crime and the prevalent methods of coping with it; to collect the significant facts about American prisons and the tendencies found in them and to make the results of such studies available for general use.

**Handbook of Prisons**—This issue of the *Handbook of Prisons* makes available in one volume reports on federal prisons, civil and military, and on the prisons of thirty-five states discussing among other phases their plants, management, industries, population, health and educational programs, together with this Society's comment on each prison.

Such a book not only gives each state information in regard to its own prison or prisons but it enables officials to share the experience of other prisons. It enables citizens to compare the prisons of their state with those of other states. The result should be a leveling-up process with the best prison standards as a type.

**Method of Securing Data**—The Society recognized that the questionnaire method did not form a basis for thorough study; that the only way to make an adequate study was

to visit each of the prisons and spend enough time for inspecting and gathering the data. The Society therefore sent two representatives to each prison; in addition to inspecting the prison they talked with the prison authorities and secured as complete data as possible. These representatives were chosen because of their familiarity with prisons and their ability to judge them, for a background of prison experience and a general knowledge of the prison problem is a prerequisite to an accurate study of prisons. The Society's representatives prepare their reports and send them to the wardens for correction.

To the corrected reports the Society added its comment or estimate of the institution. This comment gives commendation, suggests improvements and offers criticism. The basis of this comment is neither arbitrary nor theoretical, but rather comparative. The basis on which prisons are estimated is determined by the best departments in different prisons, and by standards generally recognized as proper. The comment is also submitted to the warden with the offer of the Society to print any statement the officials care to make in regard to points discussed in the comment. While the report is an agreed statement of fact, the comment is the Society's estimate of each prison.

**Scope**—The second issue of the Handbook covers fifty-two prisons, federal and state. It brings up-to-date reports on the prisons covered in the first Handbook and contains reports on thirty-two other prisons. It covers the country, except for thirteen southern states. In addition to the introductory material and the reports in this Handbook, appendices contain charts showing the prison population of the country for the last sixteen years, prison costs, the industrial system in each state and the status of capital punishment. There are also included a directory of prison officials and a reading list.

The third issue of the book will cover the prisons of the



entire country. It is believed that an issue of the Handbook every third year will be frequently enough to measure progress and keep available the significant facts and tendencies in American prisons.

**Cooperation of Prison Officials**—The Society wishes to acknowledge the cooperation and courtesy extended to its representatives by the officials of practically all of the fifty-two prisons and by other authorities. This cooperation is significant of a changed attitude on the part of prison officials; the old policy of concealment is gradually being discarded. In Colorado, on the other hand, the Society's representatives were refused admittance to the prison and data of every kind. The Navy Department made studies of the naval prisons impossible, in contrast to the army prisons which extended the utmost courtesy to the Society. While the officials of two Federal prisons permitted an inspection, the Superintendent of Federal Prisons refused data of the type readily supplied by the states.

**Preparation of Handbook**—The material for the first Handbook was collected and prepared by Thomas M. Osborne, Dr. George W. Kirchwey and Paul W. Garrett.

The material for the present Handbook has been collected by Prof. MacCormick, William B. Cox and Mr. Garrett and prepared for publication with the assistance of Mr. Osborne and Dr. Kirchwey.

The publication of the Handbook has been authorized by formal action of the Executive Committee of this Society.



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HANDBOOK OF  
AMERICAN PRISONS



# Handbook of American Prisons

## INTRODUCTION

**American Prisons Today**—In considering American prisons today certain significant questions suggest themselves, of which the following are typical:

What is the purpose of the prison? How is it accomplishing that purpose?

How is the prison plant adapted to the purpose of the prison?

What methods are found in different states for the selection of the warden and the control of the prison? What kind of men are being appointed wardens? What appear to be their ideas of the purpose of the prison?

Is the prison population of the country increasing or decreasing and what are the factors in the change?

What methods of discipline are in most common use? What are the tendencies in discipline and the prevailing ideas as to its purpose? To what extent are old, discredited forms of punishment still used?

What is the industrial situation and what are the factors in the tardy development of prison industries?

What attention is given to the mental and physical health of the inmates?

How far has educational work been developed, in the prison school, in industrial training?

How far are the prisons, as they stand today, really pro-

tecting society by giving men in prison the training that is calculated to fit them for useful life on their release?

**Prison Plants**—Of the prisons covered in this book the oldest now in use is the Massachusetts prison at Charlestown built in 1805. Others have been occupied over one hundred years. New prisons are now under construction at Jackson, Mich., and Joliet, Ill. Between the century-old and the uncompleted new there are prisons varying as much in condition as in age.

With two or three exceptions the prisons of the country have been dominated by the architectural scheme worked out in the early years of the 19th Century. In this scheme the chief feature is the cell house.<sup>1</sup>

In most of the old cell houses of the country the construction is of heavy stone between the cells. These thick stone walls hold heat in summer and cold in winter and gather moisture with changes in temperature. With the ventilating and heating facilities as they are, it is difficult to keep the cells from reeking with moisture. The Connecticut authorities state that at times their cells become so damp that they are compelled to turn on the steam in summer months. The Connecticut prison is no worse than Auburn and Sing Sing Prisons in New York and many others. In the older prisons the narrow, heavily barred doors give the cells little light and air. In later prisons the entire front of the cell is barred. This gives better lighting and ventilation but in some places the bars are so heavy that, as in Walla Walla, Wash., about eighty per cent. of the cell front is covered by the steel bars.

In addition to dampness, poor lighting and inadequate ventilation, the construction often makes ideal breeding places for vermin. Whitewash used over rough stone construction or soft plaster soon becomes infested with ver-

<sup>1</sup> Prison workshops are discussed under Industries; hospitals under Health; chapels under Religion, etc.



min. In some cases this has been overcome by scraping off the whitewash and painting with a glossy paint; in other cases it has been necessary to scrape off all the old plaster and refinish with cement and glossy paint. This was being done in the old cell house at Clinton when the prison was visited in October, 1925. In the steel cells of the later prisons vermin are more easily controlled.

The heating system of these cell houses usually consists of pipes running along the wall, several feet from the front of the cells. With such a system the lower cells are often very cold when the upper tiers are over-heated. The ventilation is dependent on windows often narrow and placed high in the cell house wall. There are, to be sure, small holes for ventilation in the cells in some old prisons, but in many cases these holes have been blocked up to reduce vermin. When in one century-old prison an effort was made a year or two ago to clean out these ventilators or openings so that they might be of some use, no evidence was found that they had ever been connected with any ventilating apparatus.

In all of the older cells there is no plumbing whatever, so that the noisome bucket system has been used for toilet purposes for over a century and is still being used. Many of the prisons built in the last thirty or forty years have had a primitive type of plumbing installed, but the fixtures were often made of cast iron and the problem of keeping them up to the proper sanitary standard is so difficult that in some cases they are little to be preferred to the old toilet bucket. Some of the prisons have lavatories and toilets of such a quality that they can easily be kept clean and will not soon rust out.

The cells vary somewhat in size, but most of them are small; the old cells at Sing Sing, certainly among the worst to be found in the country, are  $7 \times 3\frac{1}{4}$  and  $6\frac{1}{2}$  feet high, yet in these cells an increasing population has frequently

made it necessary to quarter two men. It is stated that at one time when the institution was unusually overcrowded three men were housed in some of these cells. Doubling-up in small cells is found today in a large number of prisons. Many prisons have not added one cell to their capacity while the general population of the state, and with it the prison population, has been doubling or trebling.

In several of the newer prisons steel walls replace the thick, stone walls, the plumbing fixtures are of excellent quality, the facilities for heating and ventilating adequate. Of the cell houses of this type, those of the Minnesota state prison, one in Missouri, one in Indiana, two in Iowa, and in New York state, Great Meadow and the new one in Sing Sing, are among the best.

In a number of prisons is found a tendency toward the erection of dormitory units varying in capacity from four men to as many as twenty-four. Such units are found in the federal prisons at Leavenworth and McNeil Island and at Jackson, Mich., and in the new prison at Joliet, Ill.

Indiana and Ohio have torn out the old cell blocks and turned the cell house into large dormitories. In Indiana, the result is a dormitory that is well lighted and ventilated, and resembles a hospital ward in appearance and orderliness; in Ohio the result is a dormitory defective in lighting, ventilation and practically every other respect.

In most of the prisons, even where the construction is seriously defective, there has been a very great improvement in the past few years in the standard of cleanliness and general sanitation. Old prisons like Charlestown, Mass., and Auburn, N. Y., for instance, have accepted the handicap of their construction and in spite of it are today maintaining the prison at a good standard of sanitation. Among the other prisons of the country that are unusually well kept are those at Salem, Ore., Michigan City, Ind., Stillwater, Minn., Waupun, Wis., Jackson and Marquette,

Mich., and the new prison at Joliet, Ill. In contrast to these there are several that show neglect in upkeep, repairs and general sanitation. Among these are those of Idaho, Missouri (except for the new cell house) and Ohio.

In a number of old prisons the old cell blocks have been torn out and replaced with modern cells. The heating plant has been improved and the ventilation and lighting made more adequate by enlarging the narrow windows of the cell house. This process has been completed in one cell house in Wisconsin, and in the old Iowa cell house the work was going on when the prison was visited. Results in Wisconsin appear to be satisfactory and the cell house has been made modern in most respects at a comparatively small cost.

In Minnesota the prison was planned as a unit, built in a comparatively short time, and is therefore one of the very few prisons which has a unified prison plant. Most of the older prisons began with a cell house or two and an administration building, and have added from time to time various buildings for shops, hospitals, etc., the buildings varying greatly in type of construction and building material, and being placed around the yard with apparently little or no thought with regard to future growth. Most of the American prisons do not represent an orderly development, but rather a fortuitous growth. A striking example of the results of such a growth can easily be seen at San Quentin, Cal., or at Jefferson City, Mo.

The new prison at Joliet, Ill., represents a radical departure from the old type of construction. Each cell in the circular cell house has an outside window and is individually heated and ventilated. The wired glass front in the cells, however, places the prisoners constantly under the observation of an officer in a dark guard-tower in the center of the cell house.

Most states take pride in the buildings of their different

state institutions, but the states that can justly take pride in their prison plants can be numbered on the fingers of one hand. While in many of the other states the prison plant is fair, there are many state prisons where the cell house is really fit for no use except exhibition as an historic relic.

**Wardens**—The key to the prison is naturally to be found in the warden. The size and complications of the administrative task of this official are not generally appreciated. Originally little more than a jailer, today the warden is responsible for the safekeeping, housing, clothing, feeding, health, education and industrial employment of a prison population varying from a few hundred in small prisons to over three thousand in some of the larger prisons. The warden must frequently work with inadequate appropriations, a seriously defective plant and inherited subordinates who may or may not give hearty cooperation. He is subject, as all public officers are, to criticism easily aroused, often inaccurate and unintelligent, and not infrequently of political inspiration.

With the complications and difficulties of the warden's task in mind, it will be interesting to note the background and training of the wardens found in the prisons visited.

In the first place there is a small group of wardens that may be called "professional": men who have been wardens in several states or for a considerable number of years in one state. There are a few "military wardens," men with army experience, and a few who have had experience as police executives. There are several men now wardens who were deputies, some of whom came up through the ranks of the guards, as in Minnesota, Indiana and Massachusetts. Especially in the far West there is a considerable number who have been sheriffs. Others noted include business men, a contractor, a farmer, a clergyman and a superintendent of schools.

Some few had demonstrated executive ability in former

positions, but in many cases, the basis for appointment is political service to the appointing power. This is well illustrated by the fact that in some western states the term of the warden begins and expires on the same date as that of the governor and the appointment is primarily a reward for political service rendered. In some other states the influence of politics in the appointment seems to have been pretty thoroughly divorced from the prison system.

There is no more a type of warden than there is a criminal type. There are some men of force and ability and some who have little fitness for their task. In the group there are a very few who, if they were prisoners, would be called psychopathic, but as they are officials, they are just men of striking personality.

Aside from the exceptional cases how do these men size up as executives? What is their idea of what a prison should be? What is their relation to the prisoners? What is their attitude towards progress in their own and developments in other prisons? As business executives there are a number of wardens who appear to be successful. A higher degree of institutional efficiency is found in Michigan, Minnesota, Rhode Island, Connecticut, Indiana, Wisconsin and in the Eastern Penitentiary at Philadelphia, than in many other prisons. There are varying degrees of organization from those mentioned down to prisons that are so little organized that they seem to run themselves.

Perhaps the most dominant idea of wardens today is for a better industrial organization—surely a proper and desirable aim. Coupled with this is the desire for an efficiently run institution.

Both of these aims involve certain dangers some of which are already apparent. In some of these prisons the industrial product has overshadowed the man product; in others, the inmates have become merely part of a smooth administration. A few wardens realize clearly the dangers of insti-



tutionalism in its various forms, but others are so involved in trying to raise administrative standards of institutional efficiency that these standards, legitimate in their right place, become so over-emphasized as to defeat the real purpose of the institution. In some prisons a quiet institution that does not disturb the officials is still the apparent goal. Other wardens, if only a few, are happily no longer satisfied with being merely good jailers or with industrial results; they are questioning the efficiency of their institutions in protecting society. In such an attitude lies the hope of progress.

The reports of the institutions compiled by the wardens are significant of their ideas as to the purpose of the prison. In many reports where there is a deadly uniformity of complacent satisfaction with the prevailing conditions a "debunking" process needs to be applied. In one prison the library, consisting of a small collection of useless books, given to the prison with the obvious purpose of getting rid of it, was spoken of in the report as a "fine and well-organized collection of books." In another prison, in which the unfortunate influences of the contract system appear to be greater than in many prisons, the report states that the men "are kept employed under conditions closely resembling conditions of employment in the outside world."

The space devoted in some of the reports to thoroughbred hogs, or to a new roof on the barn, is greater than that given to the entire population of human beings.

While some of the reports give impressions of the prison that differ materially from impressions given by the prison itself, there is an increasing number of wardens whose reports are an unvarnished statement of facts and of the needs of the institution; they state what is being accomplished and call attention to the failures and limitations. One warden, distressed by continued neglect of the institution by higher authorities, requests in his report an inves-



tigation by the legislature. This change in the type of reports is significant of the changing attitude of certain wardens. In a few states where the wardens were perfectly frank as to the defects and limitations of the prison, their attitude was disapproved by the controlling authorities.

The relation of the wardens to the prisoners varies as greatly as might be expected. Some few of them are obviously sitting in the judgment seats of the mighty, handing out heavy-handed justice. Contrasted with this small group are the wardens whose relationship to their inmates is fundamentally that of "man to man." There is neither contempt, disdain nor scorn in their attitude, and they are not so involved in the administrative detail, or so obsessed by the sense of superiority, that they cannot have a human relationship with the men under their care. The wardens in Pittsburgh, Pa., Vermont and Arizona are among the officials of this type.

The attitude of the wardens towards what is going on in other prisons is significant. One dismissed the experience of other wardens with a wave of his hand and the remark that they were all rank amateurs. Obviously there is nothing for him to learn from them, although his prison happens to be one of the most backward in the country. A few wardens regard any change for the better as mere sentimentality. Wardens of this type, of which fortunately there are only a few, frequently claim that they have the best system in the world and yet show by their remarks that they do not know what is going on in the prison of the next state.

In marked contrast to this is the attitude of many wardens who are eager to know how different problems are being met in other prisons. In several cases they spent hours asking questions of the Society's representatives as to their observations in other prisons. There are a few who refuse to be swamped by the administrative details of

the institution, and to regard their task as that of a mere jailer or industrial promoter, and who are trying with all the means available to make socially useful institutions of their prisons.

The warden's term of office in most cases is short. In Wisconsin the warden is appointed for a term of only one year. As has been noted, in some of the western states the warden is appointed for the same term as that of the governor; when the governor is re-elected or the same party wins in the second election he may be reappointed. In case of defeat he is usually dismissed. This affords no solid basis for the development of a constructive prison program or any continuity in policy, and not a few of the prisons show the tragic effects of this system. In the eastern part of the country the term of office is ordinarily an indefinite one that usually continues until the warden resigns or some occurrence in the prison is made cause for his removal.

In only two states of the country is the warden appointed under civil service law. Civil service laws of course were intended, among other things, to protect the smaller office holder. Certainly the result in these two states, judging by the prison situation, does not indicate that the civil service law should be applied to wardens. In one of these states the warden stated to the Society's representatives that he had a life job; he had been offered positions in many other states at double the salary he was receiving, but he would not consider them because his present job was for life, while in the other cases it would be only at the pleasure of the prison Board. He also stated that he told the previous Governor that "if he tried to get him off that job he would never sit in the Governor's chair another term." Whether such a statement was made to the Governor or not, it is obvious that this attitude towards the position is not one that is likely to produce desirable results for the state.

**Control**—While it is true that the warden is the key to the institution, back of the warden and influencing decisively the whole policy of administration is the general control. In many of the larger states a department of public welfare has been created which has charge of the charitable and correctional institutions of the state.

In New Jersey there is a State Board which appoints the Commissioner (Director). In Pennsylvania the head of the Department of Welfare is appointed by the Governor—but the department has no authority over institutions except in the matter of industries. In some states the state welfare department is in the hands of a director or commissioner, as in Illinois. In other states it is in the hands of a board of from three to five members who give their entire time to the state, as in Iowa. In some cases, as in Oregon, the state welfare board has charge of all except the penal institutions and, in others, a designated member of the state board has to do with prisons. In Pennsylvania every prison has its separate board of trustees which appoints the warden and makes the policy of the institution. In several states a board appointed by the governor has control of the prison, and in some cases appoints or dismisses the warden, although this is usually the prerogative of the governor.

There is great variety in the authority of these boards, in their power of appointment to office, the framing of policy, direction of industries and general control. In many cases the control is a cumbersome one, due to a union of new and old methods or to overlapping authority. One noticeable tendency is the separation of industrial management from the general prison control. In some states, this division is so complete that it really amounts to a dual organization; in others, while there is a degree of separation, the general control is still in the hands of the warden so that there is unity of control in the prison and clashes of authority are avoided. In those states where the industries appear on the

whole to be well organized, such as Minnesota, Michigan and Wisconsin, the separate departments are definitely centralized in the warden. Dual control does not appear to be the way out of industrial inefficiency.

**Industries**—Sentences to state prisons involve ordinarily a term of years "at hard labor." The original idea of work involved in such a sentence was primarily one of punishment. The punishment motive has gradually given way to that of reducing the cost of operating the prison and in some states, of providing industrial or vocational training. As long as the purpose of work was primarily punishment, working conditions were not a consideration; machinery could be out of date, and the supervision of industries in the hands of any one who would keep up the motions. Unfortunately the results of the punishment motive remained after the idea itself was given up.

The old workshops in prisons were often badly lighted, poorly ventilated, dreary structures. Many of these old shops are still in use. They are poorly adapted to industrial purpose but have to be used as none better are available. Some are used today substantially as they were built, but in others the lighting and ventilation have been improved and, as in the case of some old cell houses, the best is made of a bad situation. Some of the shops constructed recently afford working conditions comparable to modern factory standards.

In many prison shops the machinery is so antiquated that industrial efficiency is quite impossible. The jute mill at San Quentin is equipped with machinery that was declared by the prison authorities a quarter of a century ago to be both out of date and worn out but it is in use today. Some shops, however, are equipped with modern machinery and in this respect too are up to outside factory standards.

A few prisons have industrial superintendents who have been trained in outside industries and who are competent

to direct all phases of the work, but the more common practice has been to make an old guard or some other prison official the superintendent of industries, often a person with little or no definite training for a highly technical task.

Other factors that deserve mention are the overcrowding in the shops of some prisons and the amount of complete or semi-idleness in many others. In many cases the population has increased and in some doubled without any corresponding increase in shop capacity, resulting in shops that are seriously overcrowded. Such a condition is found at its worst in Missouri, West Virginia, and especially in the Federal Prison at Leavenworth.

More common by far and perhaps more serious is the idleness that prevails in many states and in the federal prisons. Maintenance details are overmanned, more men are assigned to shops than can possibly be used effectively, and in some cases there are three or four men assigned to do the work of one. In spite of over-assignment large numbers are still left idle. Ohio has had for years an "idle company" varying from two to eight hundred men. Men sentenced to hard labor are forced to serve long years in idleness or semi-idleness, the worst possible industrial training for men. Perhaps there is no one feature of the prison situation today that is so appalling as the lack of work.

The industries in the various states today are on three different systems: contract, state-use and state-account.<sup>1</sup> The lease system formerly used is not found in any of the prisons covered in this book.

The contract system involves the State selling the labor of its prison inmates to some contractor at a fixed rate per day or per unit of work; the State furnishing, in addition to labor, the workshops and ordinarily heat, power and light as well.

<sup>1</sup> Details in regard to the industrial situation in each state may be found in the individual prison reports and in Appendix III on Industries.



Under the state-use system the prison manufactures goods to be sold only to the State or other political units or to public institutions within the state. Under the state-account system, apparently a later development, the prison manufactures goods for sale on the open market much as any other manufacturing establishment does.

The contract system is found today in fifteen prisons reported in this book. It will be noted that a majority of the states where contract labor obtains are small states, the notable exception being Missouri. In three other large states, Indiana, Iowa and Wisconsin, the contract system is still used in part, although in Iowa it is required by law to cease by June, 1927, and its future in the other two states is uncertain. In South Dakota and Montana the legislature, more than a decade ago, abolished contract labor, but neither state passed any law or made an appropriation to create new industries. In Montana this situation still continues but in South Dakota an industry has been set up to care for about one-half the population.

The contract system, as a whole, has played a rather sinister part in American prisons. It is true that the system for many years was in an unholy alliance with a type of prison management now discredited. The contractors in many states were guilty of securing contracts by bribery and of putting pressure on the prison management to increase production at any cost. The foreman inside the prison and the contractor outside in many cases dominated the management of the prison to such a degree that it was a common saying among the prisoners that the contractor really owned the prison.

Today the relation between the contractor and the prison varies greatly in different states. In most states, such as Connecticut, Maryland, Idaho and Wyoming, the contractor has representatives in the prison who must inevitably exercise considerable influence on the handling of men

in the shops, if not on the general management of the prison. Rhode Island has merely a manufacturing agreement between the State and the contractor. The State owns the machinery and pays its own foremen; the contractor merely supplies the raw material, manufacturing and shipping directions and comes to the prison occasionally for an inventory. In this state the objections to the contract system have been avoided, except those that are inherent in the system, namely that the profit from the labor of wards of the State is turned over to private individuals or corporations, and that the prison labor may compete unfairly with outside industry to a degree not true of the state-use or state-account system.

There are a number of interesting variations in the contract situation today. Missouri, for instance, abolished contract labor by law, but is now working on what they term a "cut-make-and-trim" method, which appears to be merely a modified form of, or a new name for, the contract system. In New Hampshire the contract calls for the admission of civilian workers to the prison shops when the number of inmates falls below a certain point. While this is an unusual arrangement, it does not appear to have given any trouble.

In the following states the contract is entirely, or in large part, given over to the manufacture of cheaper grades of clothing: Missouri, Rhode Island, Idaho, Connecticut, Delaware, Maryland, West Virginia, Indiana, Iowa, Nebraska and Wyoming. Shoes are manufactured in Vermont and Missouri, hosiery in Wisconsin, furniture in New Hampshire and Maryland, whips and brooms in West Virginia and brooms in Maine.

Of the contracts Wisconsin has the best paying one; the State receives \$1.50 per day for the labor of the first two hundred men and \$1.25 for the balance. Maryland receives \$1.00 a day and most of the other states receive from 70

cents down to less than 50 cents a day. Even at the low rate of pay generally prevailing a few prisons are able by this method to cover the entire cost of maintenance. The policy of Maryland is a most generous one in regard to paying the inmates; the contractor pays the State \$1.00 for each task and the inmate 25 cents, while for each additional task the contractor pays an additional \$1.00 which the state gives to the man doing the work. In West Virginia a like arrangement obtains. Vermont pays no bonus for over-task, but it does pay a fixed rate for every pair of shoes made. In most states the contractor gives a bonus for over-production, but this does not give a substantial amount of money to most inmates, although a few exceptional men may earn a fair wage. In a number of prisons, Idaho for instance, the inmates show little interest in the bonus. This may be due to a poor industrial morale or to a task that is too high, or to both. The only contract prisons paying prisoners a small wage from State funds are Connecticut, New Hampshire and Vermont. Delaware divided the total earnings or bonus pro rata among the men in the shop.

Prison contract labor appears likely to decrease in the future. In the majority of the larger states it has already disappeared, and in several of these where it still prevails it is generally believed that it must soon end. In some states the officials are trying to develop other prison industries before legislation makes the change imperative. There seems to be less justification for its continuance in the larger states than in the smaller and the more sparsely populated states, where the problem of finding productive work for the prisoners is most difficult. It is significant that in some of the states still on the contract basis the officials admit frankly the objections to the system but continue its use because it seems at present the only feasible thing to do. Only a very few of the larger states still using it try to defend it.

The state-use system, which sells goods only to the State or its political units or to public institutions, and the state-account system, which allows all of the goods or the surplus after state institutions are supplied to be sold in the open market, seem to be two very distinct systems. As a matter of fact in many states there is a combination of the two. The chief states following exclusively the state-use system are New York, New Jersey, Pennsylvania, Ohio and Washington. The states using a combination of the state-use and state-account systems, or the latter exclusively, are Massachusetts, Indiana, Illinois, Minnesota, Michigan, North Dakota, South Dakota, Kansas and Oregon. Wisconsin, Nebraska, Indiana and Maine have the state-account system with some contract labor.

There is no question that the prisons using a combination of state-use and state-account or exclusively the state-account, have the most effective industries and the best industrial organization. The prisons on the state-account plan, with one or two exceptions, are not only giving employment to a much larger percentage of their population than those states on the state-use basis, but their industries are better organized as to buying the raw product and manufacturing and selling it. In several state-account prisons most, and in some cases all, of the costs of maintaining the institution are covered by the industries; they have also gone farther in the payment of a wage to prisoners and maintain this wage on a better basis than other prisons.

Of the states adhering strictly to the state-use method there is not one state covered in this book in which the industries as a whole are comparable in their effectiveness to the industries in the state-account prisons. Under the state-use system the number of unemployed or semi-idle prisoners is much greater and the wage, when there is any, is small and paid to only a part of the prisoners. It is rather significant that not even one state using this method has so

far developed an effective industrial organization which gives adequate employment to most of the prison population, pays the men a real wage, and covers most or all of the cost of running the prison.

Some of the reasons for this failure are not difficult to find. One warden stated: "We have been manufacturing goods in this prison for a great many years without finding out whether it was the kind of product wanted by other institutions or seeing what we could manufacture for them at a price advantageous to the State. We have followed the policy of making products easy for us to make and have trusted to luck to dispose of them."

Another reason why this system has not worked is found in the fact that most states have no efficient selling organization to distribute the goods; weak as their manufacturing organization is, their selling has been still weaker. In some states the law compelling the various units to buy goods from the prison is ignored or evaded.

A reason generally given and almost as generally accepted in states under this system for the ineffectiveness of prison industries is the inefficiency of prison labor. Yet in a number of states a very good degree of industrial efficiency has been achieved, and there is no reason for believing that those states with the state-use system have inmates who are industrially any less inefficient than may be found in states using the other system. It seems clear, therefore, that the weaknesses of the industries under the state-use system are primarily those of management, or those inherent in the system itself, rather than the inefficiency of prison labor.

The whole problem of prison industries is complicated by the opposition of business organizations who maintain that prison industries are competing with them unfairly, and by organized labor for much the same reason. The opposition of these groups to contract labor has had considerable



justification, especially since so much of the contract labor is in one industry, but an analysis of the situation makes their case appear much less valid when it opposes prison industries on the state-use or state-account system. In the first place, business interests all over the country have repeatedly urged the adoption of the state-use system exclusively, and after prison industries have been put on this basis they have continued their opposition.

In the California legislature, for instance, a number of bills have been presented authorizing the manufacture of auto license plates in one of the prisons of the state. This bill has been defeated a number of times and the State is obliged to buy license plates instead of making them, at a great saving to the State, in one of its penal institutions where a large amount of idleness still exists. In Arizona a survey of deposits near the prison indicated that the State could set up a special type of cement plant and produce cement for the state road-building program at a very great saving. The opposition of cement interests prevented this, although the product would have been used exclusively by the State. At the time the bill authorizing a prison cement plant was presented to the legislature the cement industries heralded their intention of creating a great cement plant at Phoenix, but when the prison bill was defeated nothing more was heard of this proposal. When New York wrote into its constitution the limiting of prison-made goods to the state, county and municipal institutions, the legislature passed a bill preventing any printing in the prisons except for "the State Prison Department, the State Commission of Prisons and the annual report of state charitable and penal institutions." In spite of official protest this law is still on the statute books with the result that the printing industry at Sing Sing remains undeveloped, while several other states have prison printing plants that are not only giving valuable training to many prisoners, but are doing a

considerable amount of State printing at a minimum cost to the State. These illustrations could be multiplied indefinitely.

A trip through the prisons of the country shows plainly that there would be abundant forces opposing the beginning of any new prison industry, and that opposition is just as strong to the state-use as to the state-account plan. When this opposition comes from a group of manufacturers that has just been indicted and fined by the federal government for price-fixing as in one case, it seems far from sure that their plea for protection from unfair competition should receive consideration from the public. Certain business interests have shown their entire willingness to pass on to the tax payers of the state the burden of supporting the prisons instead of allowing the prison industries to carry it. The interests of a group are put ahead of the interests of the State.

Strict adherence to the state-use system, thus far ineffective, means that New York, for instance, must appropriate about a million and a half dollars a year to support its penal institutions, while a considerable number of other states employing the state-account plan do not have to make appropriations for the maintenance of their penal institutions. If the states using the state-use method were giving the prisoners real vocational training, such large appropriations might be justified. As a matter of fact most of those states are giving even to such of the inmates as once had habits of industry, training in habits of idleness.

Organized labor has justly been opposed to the industrial exploitation of prisoners. There is considerable ground for the belief that organized labor would not as a policy continue its opposition to the state-account method if the prison workers were given an adequate wage and the goods were so priced and marketed that they did not compete unfairly with outside labor. The opposition from the commercial

interests appears to be a much more difficult thing to meet.

The ineffectiveness of prison labor is largely due to the lack of incentive to work. The practice of paying prisoners a wage has developed not because of sentimentality but as a means of increasing the effectiveness of prison industries. None of the states employing any considerable percentage of its prisoners on the state-use plan has a wage system that is worthy of consideration. Pennsylvania, it is true, pays its men in industries from 30 to 70 cents a day but it employs only a very small proportion of the total prison population. Many of the state-account prisons are paying from 25 cents to \$1.20 to all prisoners.

The best system of pay is found in the road camps of California where the State pays a fixed wage from which the cost of board, clothing, etc. is deducted. The net wage is only about 75 cents, but the practice has proved effective in reducing costs, giving prisoners real training in handling personal expenditures, and in building up self-respect.

**Discipline**—An outstanding condition of prisons today is the wide variation in theory and practice with respect to prison discipline.

Well into the twentieth century the common and accepted type of discipline in all our prisons was a monotonous and repressive routine. Every natural, spontaneous activity was proscribed; everywhere and at all times the unnatural rule of silence was enforced. Prison life was walking a chalk line with fear and suspicion. Breaches of discipline, trivial or serious, real or imagined, were visited with swift punishment, frequently out of all proportion to the seriousness of the offense and not infrequently of the most brutal nature. Crimes of violence without number have been committed in our prisons in the name of discipline. The public, rigorously excluded from the prison, knew little of

what was going on behind the prison walls except when some shocking scandal leaked out.

During the last decade or two there has been a marked swing away from this rigorous type of discipline. In some cases the change resulted from a realization of the fact that these methods were wholly ineffective, that under the intolerable monotony and severe punishments of the old prison regime men became more rather than less dangerous to their keepers and to society than before. True humanity revolted at the inhumanity of prison punishments, but the doom of the old system came from its failure to accomplish its elementary aim of preserving order, docile obedience and submission to authority.

Slowly the brutal punishments began to disappear or were concealed where they lingered. Many of the prison officials were frankly out of sympathy with the old methods. The establishment of the indeterminate sentence and parole gave them something more effective to hold over their prisoners: an extension of sentence as a penalty for misconduct. Recreation in the form of outdoor exercise and moving pictures, originally introduced for reasons of physical and mental health, had a direct effect on discipline. Not only were prisoners better behaved as the tension and monotony of the prison life became less, but the deprivation of privileges became an effective form of punishment which left no scar. Today in most prisons the rules have been greatly reduced in number and made more reasonable in character; the unnatural restraint has been greatly reduced and silence as a system has all but gone; the rigid monotony has been broken by periods of recreation and entertainment; the punishments consist largely of loss of privileges and confinement for a varying period in punishment cells, light or dark. The idea of discipline and the means of maintaining it have changed.

Before discussing in detail the situation generally it may

be well to record certain cases where old methods and ideas are still found, notable exceptions to the general tendency today. The Iowa rule book lists ninety-three separate rules and adds to that formidable list another containing fifty-four things "forbidden." Two states, Minnesota and Wisconsin, retain the silent system, making certain exceptions. In both prisons men may talk while in the recreation yard twice a week and in Minnesota they may talk at the noon meal three times a week. With these exceptions the rule of silence is in force. The Iowa rule book also provides for a silent system.

Of the punishments commonly used in the old days, flogging appears to have disappeared in all the prisons visited with the exception of Colorado.<sup>1</sup> In the "Honor prison" of that state it is practiced and defended by the officials. Early in 1925 the Civil Service Commission of the state declared the flogging of prisoners a legal form of punishment and upheld the warden who practiced it. The Colorado officials also punish prisoners by making them wear a heavy ball and chain, riveted to the ankle, for ninety days or even for much longer periods. Prisoners undergoing this punishment wear stripes and their hair is "roached": that is, one-half of the hair is clipped close and the other half allowed to grow long. In winter these men are locked in their cells except at mealtime; in summer they put the ball in a wheel barrow and wheel the barrow around in a circle for eight hours a day.

In Ohio prisoners in solitary confinement stand eight or more hours a day confined in a close-fitting semi-circular steel cage. The threat of assignment to a suicide's cell, commonly believed by superstitious prisoners to be haunted,

<sup>1</sup> The Delaware whipping post is not a part of the prison discipline. Whipping is a part of the sentence imposed by the court. Flogging was used until a year or two ago at Jackson, Mich., but has not been practiced under the present warden.



is used, and a formidable paddle is flourished before the eyes of feeble-minded prisoners who are not likely to know that the law forbids its use. In several prisons men in "solitary" are handcuffed to the doors of their cells for eight hours a day, the hands being shackled about waist high. In the Illinois prisons the period is twelve hours a day. In Wisconsin the prisoner in solitary confinement is shackled by one wrist to a sloping bar fastened to the wall. While these and other vestiges of the old system still persist the general punishments are less severe than formerly and not so completely based on the principle of breaking the man's spirit.

The punishments in practically all our prisons include some of the following: loss of privileges, loss of "good time" or of merits, (involving a lengthening of the sentence), reduction in class or grade, which includes the forfeiting of certain privileges, assignments to especially disagreeable or dirty work, solitary confinement in an ordinary cell, solitary confinement on bread and water in a punishment cell, and transfer to a permanent isolation section. Curiously enough, while the laws of most states permit a prisoner to earn "good time," or proportional reduction of sentence, and permit the warden to take away part or all of this "good time" for bad conduct, comparatively little use is made of this logical and effective form of punishment.

The use of solitary confinement on a bread and water diet as a punishment is still general. The solitary cells, however, differ greatly in character. In Maine, Minnesota, Indiana and Illinois, for example, they are light, sanitary and well ventilated. Those in San Quentin, Nevada and Idaho among others, are about as bad as those used in the old days. In Nevada they are not only dark and almost totally unventilated, but they are infested with mice and gopher snakes. The eastern prisons generally use light or semi-light solitary confinement cells. In Massachusetts,

for example, a wooden door with only a small opening in it, which covers the standard steel-barred door, is closed only when the inmate of the punishment cell creates a disturbance.

The periods for which men are confined in "solitary" on a bread and water diet also vary. Some prison officials release the offender as soon as he shows a willingness to "go straight." In many prisons, however, the period is a fixed one, usually ten to fourteen days. In the Illinois prisons the period is thirty days, and in San Quentin men are sometimes in solitary confinement in the dark cells for forty or more days. In most states the bread and water diet is broken at stated intervals by an increased ration of food. In only a few states is the amount of water now restricted; in some there is running water in the punishment cells.

In some of the western prisons armed guards in cages stand watchfully at attention in the shops and the mess hall while the prisoners work or eat. In a few prisons the inmates are not allowed to use knives and forks in the mess hall. Inquiry in these institutions usually shows that at some time in the almost forgotten past the prisoners rioted in the shops or mess hall. The gun guard has been in most prisons put on the prison wall, where he properly belongs.

One test of a disciplinary system is its method of handling chronic trouble-makers. This is the type of prisoner for whom the treatment administered in a number of prisons is to "lock him up and forget him." That this is not meeting the problem, but only postponing or aggravating it, is evident. Sometimes these trouble-makers are locked up permanently in a section of the ordinary cell blocks; often the seriousness of the problem is intensified when the isolation section contains a number of men who are dangerously insane, and whom the state hospital will not accept, or those who are called "nuts" by the prison officials but have never been adjudged insane. The insane ward in the Col-

orado prison is an example of the type of section to which officials are tempted to consign indiscriminately those really insane and those who are serious trouble-makers. The "bullpens" in several prisons, notably in Washington and Oregon, are similar places. These cases cannot be "forgotten." To the prison is assigned the duty of dealing with them in such a manner that society will not have to work out a belated solution of the problem they present. Granted that the handling of these men is one of the most troublesome tasks of the prison official, it is difficult to see how an avoidance of that task can be justified. Psychiatry, for which there is provision in only a few prisons, would undoubtedly indicate the specialized treatment which most, if not all, of the chronic trouble-makers need.

In general, the monotonous routine and needless restrictions are slowly giving way to a more rational regimen, one that puts less mental and physical strain on the individual other than such as is unavoidable in prisons. Prison discipline is gradually becoming more intelligent and therefore more effective. It is still, however, mass discipline and takes too little account of the individual. A benevolent paternalism is in some prisons replacing the old despotism, but the idea of discipline is still too largely one of maintaining a smooth routine rather than that of preparing prisoners for their return to society.

The Honor System is a term loosely used to cover types of discipline found in several prisons. As ordinarily practiced it is largely an expansion of the trusty system. All prisons have some trusties, prisoners who are trusted to the extent that they are not always under guard. Their work may be inside the prison or just outside the walls, and sometimes on farms or in road camps at some distance from the prison. When a considerable number of prisoners are trusted to this extent, and a promise to the warden, expressed or understood, is the chief restraint on escape, the

prison is usually said to be operating under the "honor system."

There are, however, two general types of honor system, the genuinely honest and the fraudulent. In Arizona under Warden Sims the Honor System was both honest and effective. It produced good results. In marked contrast to Arizona, in Colorado and Ohio the widely advertised "Honor System" is used to mask a reactionary and repressive and sometimes brutal system. In Colorado the prisoner is made to give an oath, oftentimes "on the honor of his dead mother," not to attempt to escape. Instead of genuine reliance on honor in the road camps there is a scarcely veiled system of espionage by "trusties" placed there for that purpose. No prisoner can tell what reports may be made against him by other "honor" prisoners that will result in his being returned to the prison with severe punishments and a serious loss of "good time."

In Ohio the system is substantially the same. In both, the "Honor System" affecting only the smaller part of the population, is heralded as characteristic of the spirit of the administration of the whole prison. In reality it is based on suspicion and espionage (or "ratting," as it is called in prison) as far as the trusties are concerned, and the hypothetical "Honor" system in effect camouflages conditions of despotism inside the prison that no longer obtain in most other prisons. It is an ungrateful duty to be obliged to report that most "honor" systems are based on almost anything but honor. The "honor" of the prisoner is not only checked up by espionage, but by a pack of bloodhounds or armed guards or, in case of one southern prison, by armed trusties promised a pardon if their marksmanship was good enough to "get" an escaping trusty.

In the once famous "Honor Prison" of New York State, Great Meadow, a cordon of armed guards on horseback, a pack of bloodhounds and an elaborate system of espionage

furnished a constant and effective reminder to the inmates (who were carefully selected from the other prisons of the state on the basis of their trustworthiness) that the confidence reposed in them must not be abused.

**The System of Community Organization**—Within the last dozen years a new type of management and control of the prison population has been devised and tested on a sufficiently comprehensive scale to prove its usefulness. Contemplating the entire body of prison inmates as a community having a common life, sharing common vicissitudes and having common interests, it organizes them under their own elective officers and committees for the regulation and management of their common affairs.

This system was first experimentally employed early in the year 1914 at Auburn Prison, New York, under the name of the Mutual Welfare League; and, having there proved a success, was subsequently adopted in Sing Sing Prison and, still later, in the United States Naval Prison at Portsmouth, N. H. Under a somewhat different type of organization, a high degree of community responsibility has been developed in the Delaware prison and has been in operation for over five years under two successive wardens. The principle is being somewhat tentatively applied in Maine. In the Westchester County, N. Y., Penitentiary, a welfare organization of this character has been in successful operation for over six years. In several prisons where the principle involved is not formally recognized, it is nevertheless employed in some degree. The "Harmony, Honor and Justice Club" at the brick plant in the Jackson, Mich., prison is a successful application of the principle to a community of eighty prisoners. In other prisons, where the inmates are as a group entrusted with responsibility for certain activities, the principle is recognized to that extent even though the prison as a whole is operated on quite different lines.



The method of organization adopted in the initial experiment in Auburn Prison was devised for the most part by the inmates themselves and was, with slight modification, employed in subsequent applications of the system. It consisted in the free election by the entire body of prisoners, voting by shops, companies or other groups, of a board of representative delegates, numbering forty-nine, for periods of six months. This board of delegates, meeting once a week, formulated the policy of the organization, adopted a code of rules defining the obligations of the inmates to the community and to the prison authority and chose from its own membership an executive committee of nine members charged with the duty of exercising a continuous supervision over the personal conduct and community activities of the inmates. The rules adopted and the methods of their enforcement were, of course, subject in all cases to the approval of the prison authorities.

The executive committee, which met frequently for the hearing and discussion of reports and the consideration of all matters that might be brought to their attention affecting the common welfare, appointed a sergeant-at-arms, who, with numerous deputies chosen by him, assumed responsibility for the good order of the community, and a "judiciary board" of five members who constituted a court for the trial of all inmates charged with the violation of the rules or any abuse of the privileges of the community. The only penalty that the court could impose on a refractory inmate was suspension, for a longer or a shorter time, from the privileges which the prison authorities had granted to the membership of the League in consideration of the responsibilities which the latter had voluntarily assumed.

As the appetite for responsibility grew, the executive committee found itself called upon to appoint a number of standing committees, usually on the request of interested groups of inmates, to deal with grievances or to

supply the increasing needs of a community that was feeling the growing pains of the community spirit. The limited educational facilities afforded by the State, for example, were supplemented at Sing Sing by the activities of a committee on education, which organized courses of instruction and training in a wide range of literary and vocational pursuits. There were also committees for the relief of prisoner's families, for the decent burial of the dead, for the provision of legal aid for inmates and for the performance of other services which were dictated by a growing sense of community responsibility for the welfare of all.

It thus appears that the primary aim and result of this method of prison organization is to transmute the "gang" spirit, whose essence is loyalty to the local group, into a spirit of loyalty to the larger group which constitutes the prison community and by this means to create and develop in each member of the community a sense of responsibility for the common welfare. Such an effort, when properly directed, secures from the great body of inmates a degree of cooperation with the governing authority and a willing compliance with the necessary restrictions of prison life that have been obtained in no other way.

The principle of inmate or community organization, combining practice in sharing responsibility for the common welfare with the valuable elements of the Honor System, furnishes the best method yet developed for giving prisoners training in self-discipline and in preparing them for social readjustment after their discharge.

Just as the Honor System has been sometimes stultified, so too this type of organization has been sometimes managed so that it has failed to accomplish its essential purpose, that of developing a sense of personal and group responsibility. In some cases this failure has been due to a lack of imaginative and constructive leadership. Under constructive leadership it has been a potent force in stimulating social think-

ing on the part of prisoners and in securing their cooperation in the conduct of the inmate community.

Prison discipline as a whole, however, is still arbitrary in character and is still mass discipline. It takes little account of the individual. It seeks rigid obedience to orders. It is blind to the need of preparing for the day when the discharged prisoner will no longer have someone to direct his every act. It fails to realize that mere passive obedience cannot conceivably rise above the mechanical. In short the purpose of prison discipline is still conformity, not character; good prisoners, not good citizens.

**Health**—An increased attention to the general health of the inmates is noticeable in many prisons of the country. While there are still serious defects in the too narrow scope of the health program, in the equipment and in the personnel responsible for it, it is safe to say that more progress has been made in this field in recent years than in any other aspect of prison life.

The increased attention to health is noticeable in connection with living conditions, reduction of mental and physical strain through increased recreation as well as in the medical service itself.

Living conditions in some of the later constructed prisons are improved by cells fair in size and equipped so that a good standard of sanitation, ventilation and lighting can be maintained. Many old prisons have raised the standard of sanitation and have put the cells in better condition than they have ever been before. There is still, however, a long list of prisons that have very small cells, in which there is no plumbing, and in which the ventilation, heating and lighting are defective. In many of these cells, too small for one man, today two men are housed due to the crowded condition of the prisons. In some states where idleness prevails, as in Washington, two men are not only housed in small cells but are locked there for all but a few hours of the twenty-four.

Prison hospitals of the country have even in the last five years made considerable advance in equipment, upkeep and general effectiveness. Proper treatment for the sick will not be questioned even by those who may still believe in "hard-boiled" methods for the rest of the prison.

So far as the medical staff is concerned, there is a varying degree, both of ability and availability in the different prisons. Many prisons, among them a few of the largest, do not have a full-time doctor or adequate medical staff. The appointment of some doctors is unquestionably based on politics rather than on demonstrated ability. Several prison doctors bring to their task not only adequate training and ability but a spirit that makes for a fine medical service.

In this connection might be mentioned the fact that the doctor possibly more than any other man in the prison has to guard against a hardening of the spirit, due to the fact that among the men coming for treatment there is a certain percentage of malingerers. Unless he guards against it there is a tendency to develop an attitude of suspicion that requires every inmate applying for medical service to prove that he is sick enough to require treatment. The marvel is not that this spirit is found in some places, but that so many prison doctors are successful in avoiding it.

When the time comes that the men in prisons are paid even a reasonably adequate wage for their work and are charged, as in California road camps, for their upkeep, clothing and supplies, the making of a nominal charge for medical services might go far towards weeding out the malingerers, and not only save the doctor's time but also protect him from the hardening process to which reference has been made.

One factor in the development of better surgical work is the fact that the prison physician often secures the cooperation of surgeons in nearby cities for major operations, and in some prisons for all but those of a trifling character. In

Illinois there is a State surgeon for the various State institutions.

In the care of the teeth the prisons as a whole still lag far behind the general medical service. In many prisons only extraction is done by the prison and if a man needs any other kind of work done he must pay for it; if he has no money he must go without it. This situation, however, is slowly changing. In many prisons there are indications of an awakening interest in a better program for the care of the teeth. Western Penitentiary at Pittsburgh is equipped with three dental chairs and a real prophylactic program is being developed to include regular treatment for all men.

What has been said of the slow development of a prophylactic program with respect to the teeth is true also of the optical work in the prisons. Only a few institutions are today giving adequate attention to the care of the eyes. The light in cells is frequently so faint as to put a severe strain on the eyes. Many prisons make no provision for the work of an oculist or an optician.

Another important development in the medical service of the prison is just beginning to make itself apparent: the practical application of psychology both in giving mental tests and in the diagnosis of mental disease. Probably the best work of this kind done in any prison of the country today is to be found in the U. S. Disciplinary Barracks at Fort Leavenworth, although there has been a notable development of this work in the Western Penitentiary, Pa., and also in the branch prison at Rockview, Pa., under the direction of a psychologist of the first rank who is a member of the prison board. Several other prisons give mental tests; others are preparing to give them.

One of the problems in some prisons that have been giving these tests for several years is that the inmates to whom they are applied seem to be regarded as specimens to be studied for laboratory purposes, much as insects are mounted



and placed under a glass by a scientist. The results of the study have not been made available or at least have not been used for the industrial, educational and disciplinary work in the prison. In other cases this is not true: records of mental tests are considered by the principal keeper in the handling of disciplinary cases and in assigning work, and are considered by the parole board in connection with discharges and paroles.

Psychiatric work has not become so general as the use of mental tests. There are fewer trained psychiatrists available and most of the men who have proved their ability are able to command much larger salaries in the outside world than they could as prison officials. The contribution of psychiatric work, however, promises to be of great importance as an aid in the proper treatment of inmates of the insane or psychopathic type. At present in many prisons these men are set down as chronic trouble-makers and are treated by harsh disciplinary methods when what they require is scientific treatment by a psychiatrist.

It is rather surprising to find so little effort to develop hygienic education in our prisons even by doctors who are doing splendid work along medical or surgical lines. Illustrated lectures or even well selected printed matter on bodily and mental hygiene would undoubtedly have a marked influence on many inmates, most of whom come from an environment where little is known of the laws governing physical well-being. But so far as noted in the different prisons no real effort is being made anywhere today to educate prisoners along the lines of general hygiene and care of the body. The bath schedule of prisons will illustrate this. The majority of prisons covered in this book still give only one bath weekly for the general population, although most of them now permit men working in the commissary or doing especially dirty work to bathe more frequently. The army and navy prisons usually have a much better bath

schedule. In the Eastern and Western Penitentiaries of Pennsylvania the men are permitted to bathe daily if they so desire.

The inadequate bath schedule is undoubtedly due in part to the lack of proper bathing facilities. In this respect too there has been a marked improvement in the last few years. The unenameled, cast-iron bath tubs in the Ohio prison are an interesting relic of by-gone days, but the crudest bathing facility found anywhere was the concrete tank in the Idaho prison, which was the common bath tub for the entire prison population. Since the prison was visited this condition has been remedied. In several other states the bathing facilities are very defective. On the other hand, a number of institutions have bathing facilities that are first class; the best of these in design, in construction and in probably every respect is the new bath house in Connecticut.

Several factors have contributed to the betterment of the dietary in many prisons, among them improvements in the commissary department and a larger development of the prison farm. In the mess hall many prisons are seating inmates at both sides of the tables like other human beings and permitting conversation. In place of the old unfinished wooden tables, kept white but made unattractive by the liberal use of lye, many prisons today are using tables that are both sanitary and attractive. While there are some excellent mess halls in the prisons of the country today in which the equipment is good and the ventilation and lighting adequate, there are still a number that are crude and far below accepted institutional standards.

Several prisons are using the cafeteria method of serving meals and are finding that it makes possible the supplying of hot meals, that it reduces the waste of food and is in every respect an improvement over the old method. In the prisons visited Massachusetts alone is employing the anti-

quoted method of feeding the men in the cells. To get away from this some prisons are using makeshift mess halls. The kitchens in several prisons are first class and are kept up to a standard of sanitation that is admirable in every way. Others are defective in equipment, poorly lighted and ventilated and the sanitary standard is low. The best equipped bakery is undoubtedly to be found in the new commissary at Sing Sing, N. Y. The bakery, however, that appears to be making the most substantial contribution to the prison dietary is the one at the Western Penitentiary, Pa.

The developing of prison farms has enabled many prisons to give a much better ration to prisoners, especially during the summer months, and at a reduced cost to the State. Several prisons, notable among them Wisconsin, Michigan, Rockview, Pa., Vermont, Minnesota, Iowa and Nebraska, have developed their prison farms to a place where they are making a very large contribution to the prison dietary throughout the year. In most prisons the farm is a part of the maintenance department, but in a few it has been treated as an industry, with the result that its contribution to the prison diet is minimized, as the prison is obliged to buy greenstuffs from itself at market prices. This makes necessary the elimination of many foodstuffs from the diet that are desirable from the standpoint of health.

So much in the dietary depends on the quality of foodstuffs purchased, in the way they are cooked and in the way they are served, that it is difficult to draw any conclusions in regard to the general prison diet. This is well illustrated by the fact that in New York State the same allowance has been made for the diet at Auburn as at Sing Sing and according to the testimony of many prisoners the food at Auburn is much superior to that at Sing Sing. This is all the more remarkable in view of the fact that at Auburn all the men go to the mess hall, whereas at Sing Sing, until a recent date, only a very small proportion ate there.

While there is still more than enough monotony in the diet of most prisons, with an over-supply of starches and an under-supply of fats and greenstuffs, it is safe to say that as a whole the prisons today are serving food that is more nearly adequate in keeping up standards of physical health than was the case a few years ago.

The primary reason for the large development of entertainment and recreation features in prisons in the last decade was their possible contribution to both mental and physical health. Recreation breaks the unavoidable monotony of prison life; it gives the prisoners, especially the young and more active, a chance to work off surplus energy, reduces the problem of discipline as a whole, and in a number of prisons lessens the number of cases of insanity to a very marked degree. It is not a question of what some newspapers like to call "coddling criminals" or "pampering prisoners." Recreation has a place in American prisons today because of its demonstrated value in the mental and physical well-being of the prisoners and in the resulting improvement of discipline.

For the same reasons the conditions conducive to unnatural vice in prisons have been reduced. Although the discussion of homo-sexual vice has been practically tabooed many wardens recognize its presence and the well-nigh insuperable difficulties in preventing it. It must be realized that in all prisons this evil exists and will continue to exist as long as it continues in the world outside; the only thing a warden can do is to reduce it to a minimum. Under the old system it is impossible for the guards to run it down, so they grow discouraged and careless; but if the prisoners are given the proper responsibility, so that each man becomes in a sense his brother's keeper, they are able to drag it into the open and fight it with the strongest kind of weapon—the pressure of public opinion.

On the other hand where the prisoners are given too much

freedom, without corresponding responsibility and sufficient guidance by the officials, a condition may easily result which would tend to increase rather than diminish the vice. Some day psychiatry may help in a fuller understanding of this problem and in dealing effectively with it in prison, but in the meantime recreation is removing many conditions that were favorable to a practice which is looked on with abhorrence by most of the prisoners. In some prisons the problem is still ignored or its very existence denied. Some other prisons segregate at once men sentenced for or found practicing the homo-sexual vice within the prison.

There is a marked increase in the number of men imprisoned for breaking the anti-narcotic laws, or for using drugs. The drug problem is not only a foe to the health of the user but it cannot help but react on the whole problem of prison morale. Those addicted to this habit should be segregated under the care of specially trained experts and given careful supervision not only for purposes of treatment, but also to protect them against the many ingenious methods of obtaining a supply. Too much emphasis cannot be placed on this need, as officials, carelessly chosen or insufficiently paid, sometimes act as carrying agents in supplying the drug.

**The Prison Population**—Thus far it may be said that only the external and, in a sense, the superficial aspects of the prison management have been considered. The improvements noted have contemplated the more humane and intelligent treatment of the inmates in the aggregate. Improvements in discipline mean the adoption of new and more effective devices for securing improved mass action, better order, a better morale, more healthful living conditions, a greater industrial output. It is not to disparage these important efforts that it is suggested that in themselves, however well conceived and ably executed, they fall far short of a complete prison program. The inmate population is made up of many hundreds of distinct individ-



uals, each of whom has his own background of experience, no two of whom have the same character or the same equipment, mental, physical or cultural, for meeting the demands of life, no two of whom have for the same reason failed in the struggle for existence. If it is true that "the proper study of mankind is man," it is indispensable that the most important study of the prison administrator is the men under his charge. All serious students of the problem of crime have long asserted that, whether for purposes of prevention or of treatment, it is necessary to know the individual.

It is here, perhaps, that our present prison system most conspicuously fails. Neither the prison authorities nor the interested community outside has anything but the most superficial knowledge of the individuals comprising the prison population. When a convict is delivered at the prison gate, he is ushered in with a commitment indicating the offense of which he was convicted and the length of the sentence imposed. The subsequent examination of the prisoner supplies certain physical data and the prison records disclose such facts as his sex, age, nativity, religious affiliations, previous occupation and, generally, his domestic status—whether married or not. If the court record discloses the fact of a previous conviction of felony, that fact also finds a place in what is known as the "pedigree" of the prisoner. Rarely is there a complete medical diagnosis, physical or mental, or a social history of the individual. For these reasons there is no basis whatever for an intelligent classification of the prisoners.

From the data supplied by the prison records a few facts of interest stand out. Perhaps the most striking of these is the small percentage of women convicted of state-prison offenses—not more than two per cent. of the total prison population in most states. As only a few states have or can afford a separate prison for women offenders of this

class, they are usually confined in a separate corridor or wing of the men's prison, often under inexcusable conditions of neglect and indifference to their needs.

A further fact of no less social importance is the youth of the prison population. This is no new fact though it is, in current discussion of the crime problem, often referred to as a sinister development of the present time. Many of the crimes that shock the community involve a quality of daring characteristic of youth and an element of risk which few men of mature age are willing to run. If, as appears to be the case, the proportion of minors and other youthful offenders has in some prisons increased, this may be in large measure accounted for by the fear that criminal judges, having discretion, have during the crime-wave panic sent less boys to the reformatory and more to the state prison.

Some states have no juvenile institution, so that young offenders are sentenced to the state prison. Even when there is a juvenile institution the law in regard to commitments varies. This perhaps accounts for the average age of prisoners appearing to be much less in some states than in others. More than one-half the prison population of the country, however, appears to be under thirty and there is a substantial number under twenty. No doubt most of the older men, now recidivists, served their first sentence in prison under twenty-five, if not under twenty. While every prison has a few old men, the number over forty years of age is inconsiderable compared to the total prison population today.

The data on education of inmates show a few college men, and a small group of men who have had high school work, but most of them have done work only in the grades, usually leaving school before they completed the grade work. Every state has many prisoners who are illiterate. Educated men are the exception in prison; the uneducated predominate in almost as great a proportion as the young.

Another factor noticed in the records of most states is the substantial percentage of prisoners of foreign birth, and a still larger percentage of native born but of foreign parentage. The presence of the foreign born is due in part to a lack of assimilation in the country and to continuing in this country the customs and attitudes of the country from which they came. It is hard to avoid the conclusion that the living and working conditions, which have fallen to the lot of a large part of the foreign population in the years following their arrival in this country, have played a decisive part in the acts which led to their imprisonment. Notwithstanding these facts there is little evidence for the current belief that the foreign-born element in our population contributes disproportionately to the prison population. As compared with the foreign-born, the native-born of foreign parentage are very much quicker in assimilating the ideas of the country, but in many cases they have assimilated the worst phases rather than the best. This is also due in part to the living and social conditions under which they have grown up.

The turnover in the population of the prisons is probably much higher than is generally realized. In a period of even two or three years the population of most prisons changes very greatly, which is but another way of saying that the number of men given short sentences is very much in excess of the number given long sentences. While there is an element of error in the records of the first offenders the records of the prison in a large number of states show a very much higher percentage of first offenders, as compared with recidivists, than is generally believed to be the case. The court imposing the sentence, however, has in many cases no knowledge of the previous criminal record of the offender. The lack of adequate local records and of any general identification system for the entire country usually restricts the court's knowledge of the culprit to the facts disclosed in the

trial. Added to this is the fact that the prosecuting officer in his anxiety to dispose of the case and avoid the risks of a trial, frequently accepts a plea of guilty with the understanding that the previous record of the convict will be ignored.

The result of this is that a large majority of the prisoners, usually as many as 70 to 80 per cent. appear on the prison books as first offenders, whereas careful studies made in a few typical prisons seem to indicate that the number of genuine first offenders does not rise above 20 to 25 per cent.

While in some states there are as many men given determinate as indeterminate sentences, there is a very marked tendency towards the latter. In a few prisons only ten or a dozen men were found who had a fixed sentence. In connection with the sentences some interesting and significant conditions were noted. One warden received a letter from a prominent judge in the state condemning the prison administration in scathing terms for having discharged a considerable number of prisoners before the expiration of their minimum sentence. The warden replied that the facts so far as the judge stated them were true. The judge, however, failed to note that he had given these men a minimum sentence so close to the maximum that with a few days off for good behavior which the law allows to be deducted from the maximum, the maximum sentence was actually shorter than the minimum.

This instance is a characteristic illustration of a widespread and age-long grievance. As far back as Beccaria in the Eighteenth Century the tendency of judges to impose arbitrary and wilful sentences has been under criticism. The problem is to prevent the gross abuse of this judicial discretion, and as public opinion has oscillated from severity to leniency and back again, restrictive legislation has followed. In all our states there are restrictions of one kind or another, sometimes fixing a minimum, more often a maximum, beyond which the court cannot go. In several states

there is, excepting for a few crimes of peculiar atrocity, a uniform minimum of one year with a maximum to be fixed not by the court but by an administrative board of parole. But in most states the abuse of judicial power continues restrained in a few by statutes limiting the minimum sentence to not more than half the maximum. The obvious intent and purpose of the indeterminate sentence law is defeated by a sentence in which the maximum exceeds the minimum by only a small fraction of the latter. In some states the purpose of the law is frustrated by sentences in which both maximum and minimum are so high that they amount in fact to life sentences. Sentences were noted ranging from eighty to one hundred and five years, and from one hundred and fifty to one hundred and sixty years.

From the report of the warden of the Arizona prison the following is reprinted:

"In the interests of fairness and justice, I earnestly recommend that the present Indeterminate Sentence Law, as now construed by the courts, be so revised that all offenders coming to this institution from the different counties may be given uniform sentences for the various crimes, thereby eliminating the present conglomerate sentences which are manifestly so unfair and discriminatory. This could easily be done by returning to the spirit of the original Indeterminate Sentence Law, in which the framers intended that all persons convicted of a certain crime should be given equal sentences; with a reasonably low minimum and a high maximum, allowing the conduct of the sentenced men in prison to determine the time of their fitness for release on parole.

"Such an arrangement would be far superior to the present methods, which are now in practice, whereby hardly any two men convicted of the same offense have been sentenced for the same length of time."

This recommendation points the way to what will probably be the ultimate solution of the problem—the true indeterminate sentence, without minimum or maximum, for all



offenders, with a qualified administrative board to determine when, if ever, the prisoner may safely be entrusted with his freedom.

There are two groups of inmates found in prison which should be removed to special institutions—the feeble-minded and the insane. Most states provide for the transfer of the men adjudged insane to the state hospital, though several of them are not always able to make the transfer as speedily as they should. One state, Connecticut, holds the insane prisoners in the prison until the expiration of their sentences and then turns them over to the state hospital. The treatment of the insane is a very different problem from that of handling prisoners, and the wardens have a sufficiently complicated task already without having this problem to cope with.

Large numbers of men recognized as feeble-minded are held in the prisons of all states. Only a few states have as yet recognized that these men need custodial care in a distinct institution for feeble-minded and that prisons are designed for a different type of men and for quite a different purpose. The day will doubtless come when the feeble-minded will be dealt with entirely in an institution designed for them. Every effort should be made to bring this change about as soon as possible.

A third group still found in some prisons should be removed—the small groups of women prisoners varying usually from two to a dozen in number. The tendency in the more progressive states is to care for the women prisoners in connection with some state institution for women.

**Education**—The educational work in most of our prisons today is little more than a polite bow to the public belief that the uneducated part of our population should not remain uneducated and that lack of education may be one of the contributory causes of crime. Very few prisons appear to have an educational aim higher than to provide

schooling for illiterates or those who have not completed the most elementary school work. Classes for these prisoners are usually compulsory and the instruction is of a slight and perfunctory character without real educational value. A few prisons provide courses covering the standard eight grades, sometimes with the addition of a few high school courses. In none of these, however, will the educational work bear comparison with similar work in day or evening schools outside.

No prisons have anything approaching a comprehensive educational program for all the inmates, adapted to their capacities and several needs and comprehending vocational training as well as schooling in the higher branches of instruction. Where something of this sort has been attempted it has been through correspondence courses offered by universities or more often through one or another of the better known correspondence schools. It has been found that there are men, a surprising number, in many of the prisons (it is doubtless true of all of them) who crave educational advantages which the prison denies them. The best correspondence course is obviously a sorry makeshift for a well organized and well taught school but, where the latter is not supplied, the former may often meet a real need. Accordingly in many of the prisons there are a few men who, usually on their own initiative, have established connection with such outside educational agencies and by their aid are doing regular night work on mathematical, engineering or literary courses.

It is only in Wisconsin and California that work of this character has been developed to a point where it could be regarded as an important feature. In California the State University at Berkeley has made an earnest effort to develop correspondence courses in the prisons at San Quentin and Folsom, where it has several hundred prisoners enrolled as students, largely in vocational courses. While

this development was initiated and largely directed by a group of intelligent inmates it was strongly supported by the prison administration, a condition which is essential to the continued success of such an enterprise. Apart from this lack of intelligent interest on the part of most prison authorities in the education of the men entrusted to their care, the development of this type of training is seriously hampered by its cost.

There are many reasons why the educational work in our prisons is not more effective. It is manifestly difficult to interest in education adults who lack the schooling of fifth grade children. The experience of evening schools for adults in most of our cities proves that the problem can be solved. The atmosphere of most prisons, moreover, is not conducive to interest in education, and the attitude of many officials tends to make the prisoners feel that the educational work is not to be taken too seriously.

Prison educational work fails often because its aim is not high and its work is perfunctorily carried on. The officials who direct the school work and those who teach are seldom trained school men, and are often incompetent. The inmate teachers are usually chosen because they have had more schooling than their fellows; few have ever taught before. Where officers are teachers they are poorly paid, receiving salaries much lower than those of teachers in outside schools. The chaplain, already overburdened with duties outside of his own field, is very often the head of the school. He is rarely fitted by training for such work. In Rhode Island, Minnesota and Wisconsin, however, to cite some exceptions to the general rule, the educational officer, a principal of a city school, is engaged on a part-time basis.

Intelligence tests and examination by psychologists are very little used in prisons to determine what part of the population requires special instruction and what inmates are likely to derive little benefit from instruction. Where

intelligence tests are given the findings are rarely applied to the problem of education.

In most states there is no regular appropriation for educational work in the prison and funds are limited. In one prison the support for the school comes from a miscellaneous fund, from which such things as horseshoes for the prison horses are bought.

Finally, the quarters assigned to the school are almost always inadequate and such as to make effective classroom work impossible. The chapel is often used for this purpose and the classes interfere with each other continually. The hours are also insufficient and the evening hours, which offer the best opportunity for educational work, are not used because the place assigned to the school is not such that the officials will allow the inmates to go there without extra guards. In a few prisons, however, the schoolrooms are connected with the cell blocks and prisoners can go to evening school without leaving the building.

Another feature in the educational work is the prison library. A few prisons have really good libraries. Few states, however, make a regular appropriation for the maintenance of the library, with the result that in many states the upkeep and replacement of books is dependent almost entirely on donations. While some good books are secured in this way, most books so given are of little value. The libraries in Delaware and Rhode Island are made up almost exclusively of donations of this sort. The Federal Penitentiary at McNeil Island, Washington, needed books for the library, but as the federal government made no appropriation, the prison chaplain, representing the United States government, went up and down the west coast, asking for books for the prison library.

In the smaller prisons an appropriation of \$500 per annum and in the larger ones a proportionately larger appropriation would enable the library to be kept up in

good shape if it was a reasonably good one to begin with, but many prisons need a substantial appropriation to make a real beginning at a library and to replace the yard shelf of antiquated, sentimental literature or books of like nature, still to be found on the shelves of some prison libraries.

In addition to the need in most prisons for a better library is the need for a system of stimulating the men to read and develop an interest in books that are worth while. That many men would respond to such a program there is no doubt, but no such program was noted in any of the prisons.

Prison educational programs, in conclusion, show the following needs: a higher aim, with education to fit for life as the goal; more interest in education on the part of officials, who are too often apathetic toward it; greater emphasis on industrial training, properly coordinated with common school subjects; the use of prison departments as trade schools; cooperation with outside educational institutions; direction and teaching by trained men adequately paid; the application of intelligence tests to the prison population; sufficient and regular funds for the school and library; proper quarters permitting the use of the evening hours; in short, those things which are recognized as effective agencies in adult education outside of prisons, with such other agencies as are needed to meet the peculiar problems of prison education.

**Religion**—In every prison visited some provision is made for holding religious services, but in most cases the religious program is in no way comparable to the need, and is no more effective than many other phases of prison management. So far as the prisoners themselves are concerned they show a striking similarity to men outside in their indifference to or ignorance of the teachings and practical value of religion, in their misapprehension of its meaning and in their lack of religious training. The task has enough inher-



ent difficulties but it is made still more difficult by the prison itself. If the spirit of most prisons is not a negation of the spirit of religion it is seldom, if ever, an illustration of that spirit. Most chapels are bare and bleak; only a few have any religious atmosphere whatever. Many of them are used for purposes of entertainment and general assembly, as well as for religious services. Some prisons still adhere to the rule of compulsory attendance at services.

Among the chaplains of the country may be found a few able men, but this condition does not generally obtain. Political factors enter into their appointment or dismissal almost equally with other prison appointments. Not infrequently they are worn-out clergymen to whom this position is a form of pension. On the office of the chaplain is imposed a number of detail jobs, such as the keeping of records of the prison population, the censoring of mail, guiding visitors, and other extraneous duties. In not a few cases the chaplain is much more of a glorified clerk than a religious leader. His importance in the prison life may be gauged (not altogether inaccurately) by the fact that he is rarely as well paid as the man in charge of the thoroughbred cattle and hogs of the prison farm.

Where the prison conditions are bad and the chaplain accepts them he is damned by the inmates; if he objects, his relations with the officials are likely to become impossible. The task is an exceedingly difficult one and one that requires men of large calibre and broad training, a requirement that is seldom fulfilled. In not a few cases one feels that the chaplain has lost hope of accomplishing any real results, that unconsciously he has accepted the attitude of the prison: that religion is one of the respectabilities and that the motions must therefore be gone through with. The blight of cynicism, not uncommon among prisoners and prison officials, almost inevitably affects the chaplain so that he sometimes appears to have

little faith in man and not much more in God. At least it is true that religion as a dynamic and constructive force in individual and social life is not being presented in most prisons in any effective way. Happily, there are exceptions to this, but they are comparatively rare and the religious program of the prisons as a whole seems all but universally to lack effectiveness.

So far as this problem is concerned the churches for the most part have, like the priest and the Levite, passed by on the other side. It is a real question whether religion will ever be presented to prisoners effectively until the churches recognize their obligation and accept this field as a part of their direct responsibility, instead of leaving it to the State. At present the religious work in prisons generally is as futile as most other phases of prison life and more tragic.

**Parole**—Practically every state has a parole law. In one or two states the law provides for the parole of prisoners at any time after their commitment, other states after one-third of the sentence has been served, and still others after the expiration of the minimum sentence fixed by statute or imposed by the Court. The value of the parole law, however, as of other laws, depends on the way in which it is administered. In some states prisoners are simply released on parole and from time to time send in a report, the correctness of which is not verified in any way; such a method is merely a paper system. In most states the parole papers have to be certified by some reputable citizen or by a representative of an organization to which the man is paroled.

The principle of parole is today accepted generally and in spite of criticism leveled against it the records indicate that a large majority of prisoners complete their parole period successfully and give no further trouble. The majority who go out and quietly adjust themselves to society are not heard of. It is the small percentage that fails to which

frequent reference is made in the newspapers in connection with crime. The publicity given the men who do not make good has been so general and some of their crimes so serious that in many states the parole system is under fire, and in some cases the operation of the law has been suspended. Such a condition was found in Kansas at the time the prison was visited, and the Massachusetts authorities have stated recently that the operation of the law there had been practically suspended for over five months. In a number of states it was said that bills were to be introduced in the next session of the legislature abolishing the whole parole system.

Parole needs revision in many states and a better organization developed. The general suspension of the parole law would undoubtedly react unfavorably on society. In Kansas and in Massachusetts the suspension even over comparatively short periods has resulted in serious overcrowding in the prison with all the evils accompanying such conditions. A feeling of bitterness, easily transformed into a blind desire for revenge, is an unavoidable danger under such conditions. Instead of protecting society the suspension of the parole law will have the reverse effect.

Certainly the parole law should not be repealed until some more effective means is found of accomplishing its purpose.

Reports that parole officers are accepting money from men on parole to make out their papers for them or to give them complete liberty were heard continually in one state. The New York State code provides for a parole officer, appointed by the warden of each prison, at a salary not to exceed \$1,200 per annum. It is of course impossible to secure efficient parole officers at any such rate. The result is that in New York practically all the parole work is done through various welfare organizations, many of them welfare departments of religious bodies. It is unfortunate that

the general practice is to require prisoners to be paroled to the organization of whatever faith they professed when they entered prison, whether they desire to be paroled to such an organization or not. Whatever the motive of this ruling on the part of the board, the feeling of the men paroled is very frequently one of resentment. This feeling, whether justified or not, cannot fail to react unfavorably on the relation of these men to the church.

In the development of a better parole system the solution of the problem obviously lies in a more intelligent and less automatic method of parole and in securing the right kind of parole officers,—men whose attitude is one of helpfulness and friendliness to exercise the necessary supervision.

The basis of parole is still too largely a negative one as it consists chiefly of a man's prison record; if he has had no trouble inside the prison it is generally assumed that he is ready for parole. In some states the parole board not only has no relationship to the prison authorities; the warden and his department heads are not asked for an opinion as to the wisdom of paroling a particular man. While the prison records are used they are of a negative character and the judgment of the officials who have the man in charge is not considered.

Parole officers must often help men in securing work and sometimes even give material assistance until work is found. Failure on the part of parole officers to do this is not difficult to find. In some states the parole officers are employees of the State, but in many states the practice is to use various welfare organizations for parole work. Both methods have their critics and adherents. Handling paroled men is a difficult task, and one at which untrained workers are likely to become hardened, and the parole work merely a matter of routine.

**Summary**—Any general estimate of our prisons depends

largely on what is expected of them. If it is merely holding prisoners until the expiration of their sentence, our prisons are having a very good degree of success. There is, however, a growing belief that prisons should exist for the protection of society in a larger sense. If the prisons are to give a proper measure of protection, the real question is what kind of men are the prisons, as now conceived and managed, liable to turn out? The large number of men released from our penal institutions every year obviously constitute a menace if they are going back to old habits. What forces in the prison today are at all calculated to lead men to think socially, to share common responsibility, to acquire self control, to develop industrial efficiency, or in short, to become useful law-abiding citizens?

To ask such questions is almost to answer them. There is strikingly little in our prisons as a whole that is educational and constructive. The general emphasis is on making good prisoners, rather than good citizens. Training in conformity to rules under the close supervision of officials has little relation to acquiring self control. It may even lessen it, for the prison gives little opportunity to exercise it. After discharge, however, self control is the fundamental need. Few prisons give any general industrial training and many of them, because of a lack of industries, rather encourage men in idleness—the worst possible training for men who have to earn their living after they are discharged.

The most serious failure lies in the reaction of the prisons as a whole on the spirit of the men confined. The failure to develop a constructive purpose and a high morale in the various prison departments results generally in a hardening process in the lives of the men, in breaking down still further, instead of building up, those qualities of personality which make for useful citizenship. It is not enough to reply that some of the prisoners cannot and others will not respond to such a spirit. The prison should be held responsible



to society, however, for developing a constructive, socially-minded atmosphere in the prison. Failure to do this is ultimate failure, however seemingly successful any one department of the prison may be. This is the root of the trouble—the reason why the prisons have given society so little protection.

## THE PRISON OF THE FUTURE

An intelligent and successful prison system will be based upon a genuine Indeterminate Sentence. The offender should be exiled from society until such time as it is for society's best interest that he be returned. The nature and circumstances of the offense and the probable deterrent effect of the offender's punishment upon other potential criminals, will be considered but it should depend more especially upon the character of the man himself as it has developed under wise and careful guardianship and training. A man should not be discharged from prison who is unable or unwilling to become a responsible and law-abiding member of the community.

The indeterminate sentence must be accompanied by a prison system under which men shall have every opportunity and encouragement to readjust themselves physically, mentally and morally. Such a system may be summarized as follows:

**Location**—Every prison should be situated on, or should have connected with it, a farm of considerable size. Not only is outdoor work desirable for many prisoners but the place of agriculture in the life of every community should be learned by experience.

**Plant**—The prison buildings should be constructed to house adequately three classes of prisoners:

First, an intermediate class, composed of new arrivals and those whose conduct has proved that they are unable as

yet to use the fullest liberty of the institution. Such men should be kept within the walls where the workshops and dormitories would be located.

Second, first-class prisoners, who should have as close an approximation to the free life of the outside world as is consistent with their still being wards of the State. Those who could not adapt themselves to these free conditions should be sent back to the intermediate class, with its restricted privileges.

Third, those who show themselves unable to live even under the restrictions of the intermediate class should be put in a restricted class, under closer confinement and observation. These prisoners will be the chief field of observation for the psychologist. Among these men will be found the insane and the hopelessly mental defective who would be removed to suitable institutions.

**Health**—A thoroughly equipped, up-to-date hospital should not only care for emergency cases, but make every effort to remedy physical defects and put the men into the best possible physical condition.

**Education**—The school should minister to every prisoner and stimulate his desire to pursue some form of study—cultural, vocational, or both.

**Industries**—The industries of the prison should be conducted, not primarily for a financial return to the State, but with the idea of preparing each man for the work to which he can best apply himself upon release.

All prisoners should be paid adequate wages for their labor, exactly the same as workers outside, and they should then be compelled to maintain and support themselves decently—paying for all they receive while in prison and contributing for the support of their families.

**Religion**—The religious appeal should come from the community outside, in such a way as to emphasize the note of human brotherhood through the different religious or-

ganizations. It should not be confined to definite dates or periods. In other words, a man of any particular religious denomination should feel that the members of that denomination outside are interested in him as an individual.

**Community Organization**—Lastly, and as the only firm foundation for the successful attainment of the foregoing objects, there should be a system of discipline which rests upon the principle of character-training through community organization.

Crime is the outward expression of selfishness. Social offenders, manifestly and more than all others, need to be taught the value of service to their fellow men. No sound prison system can exist that is not based upon training men to recognize the rights of others and encouraging them to cultivate the sense of social responsibility which is at the basis of law-abiding, honest and useful citizenship.

When a prison is conducted along such lines a great change will inevitably take place among the prison officials. The warden will no longer be a mere jailor, but an educator, and the guards will become his assistants in the educational process. The head of a prison will be chosen with as much care as the head of a college. The office will attract men inspired to render social service, because nowhere else can such men find a field more full of opportunity or one that brings greater immediate or more satisfying reward.

Under such conditions the attitude of the prisoners toward the officials will be fundamentally altered; no longer will they be antagonistic to every order and resentful of every rule, for they will be grateful to those whose every act is dictated by a wish to give them assistance. Instead of the old antagonism, officials and prisoners alike will be working for a common end: to make the prison a law-abiding community where the individual is never submerged; a hospital where men whose souls have never been developed,

or have been injured in the Battle of Life, may find healing; a university where men may learn how best to lead their lives so as to bring about most lasting good for others and therefore for themselves.

How this will benefit society can readily be seen. Men will leave prison without hatred in the heart or cynicism in the mind. The prison training will have been not only a deterrent, but a genuine constructive influence. Through them it will reach their former associates and the younger potential criminals who look to them for leadership.

## FEDERAL PRISONS

The federal prisons are of two kinds: civil and military, the latter including both army and navy prisons. The civil prisons are three in number: Atlanta, Ga., Leavenworth, Kan., and McNeil Island, Wash. The army prisons are situated at Fort Leavenworth, Kan., Governors Island, N. Y., and Alcatraz, Cal. The naval prisons are at Portsmouth, N. H., Paris Island, S. C., and Mare Island, Cal.

The representatives of the National Society were shown everywhere about the army prisons covered in this Handbook, and given all the information desired. In the civil prisons they were allowed to visit every part of the institution but requested information has been withheld by the Department of Justice. Admittance to the naval prisons was refused and all information regarding them has been withheld by the Navy Department.

**Civil Prisons**—A large number of federal prisoners, usually those sentenced for periods of a year or less, are committed to and confined in state and county prisons.

The federal civil prisons are under the control of the Department of Justice, which also assumes responsibility for the treatment of federal prisoners in local institutions. A bureau of the Department, headed by a superintendent of prisons, exercises a general supervision over the three civil prisons and, less directly, over the federal prisoners in state and county prisons. The administration of the federal prisons continues to be a part of the political spoils system. In 1921 Attorney General Daugherty appointed



as superintendent of prisons a man whose only qualification for the post consisted in the fact that he was a brother-in-law of the President. Subsequently the warden of Atlanta Prison, an official of experience, was removed and the Attorney General made a public announcement that a threatened split in his political party in Oklahoma had been happily averted by the appointment of the leader of one faction of the party to the wardenship of Atlanta Prison. The warden so appointed proved so conspicuously unfit for the position that he was permitted to resign and an Ohio politician appointed in his stead. The new incumbent was later convicted and sentenced to prison for extorting money from prisoners for special favors.

The present Superintendent of Prisons is Luther C. White, who was appointed in March, 1925.

In gathering data for the present issue of the Handbook the Society's representatives advised the wardens of the federal prisons of their coming, in exactly the same manner as was done with the wardens of the state prisons. At both Leavenworth and McNeil Island they were told that while the officials were very glad to show them the prison, as inspecting them was the right of any citizen, the officials could not give them any data, as that was prohibited by orders from the office of the Superintendent of Prisons. The Society's representatives therefore went through the prisons and later wrote the Department of Justice to secure permission for the wardens to give them the data on the plant and an analysis of the population such as is included in the reports of the state prisons in this book. A reply was received stating that the data desired would be found in the report of the Attorney General. A copy of this report was examined and it was found that only a small part of the desired data was published. A second letter was then sent, calling attention to this fact and asking if it was not possible to secure the information from the prison officials.

To this second inquiry no answer was received. A telegram to the Department of Justice was given the same lack of consideration.

Such an attitude might be understandable if visitors were refused admittance to the prisons; but its refusal to allow the wardens to furnish perfectly innocuous data would seem to indicate that the federal government has not grown away from the policy of concealment which has now been abandoned by the states.

The Society regrets, therefore, that its reports on Leavenworth and McNeil Island are incomplete.

**Military Prisons**—The United States military prisons are under the control of the War and Navy Departments respectively. Offenders sentenced to them by general court martial are of two kinds: those guilty of criminal offenses such as theft, assault, manslaughter, etc., and those guilty of military offenses such as desertion, absence over leave, fraudulent enlistment, neglect of duty, etc.

What is the purpose of a military prison: to prepare men for discharge from the service and reentrance into society, or to prepare for return to the service of as many as can profitably be restored? While undoubtedly much thought has been given to the administration of these prisons, it may fairly be questioned whether their exact purpose and status have ever been fully determined; there is little to show that a logical system has ever been intelligently outlined and consistently followed.

It is the belief of many that a large number of men have been discharged from the service, whose training represents a considerable investment by the United States and who, under different handling, could have been salvaged. The regular service in army or navy should not be expected to have much patience with trouble-makers who should be promptly set aside. On the other hand it seems like poor economy to discharge those who, under a system which

would give patient attention to the individual men, could be trained for faithful and efficient service.

To the student of prison conditions it seems that the present system in force in the military prisons, in spite of some admirable efforts to the contrary, are in general poorly adapted either to prepare men for restoration to the service or for return to civilian life upon discharge.

## MEMORANDUM ON THE FEDERAL PRISON AT LEAVENWORTH, KANSAS<sup>1</sup>

Visited July 12, 1925.

The Federal Prison was established at Leavenworth, Kansas, in 1863 in some of the buildings now used by the U. S. Army Disciplinary Barracks. Work on the present plant was begun in 1900 and construction work has been continued intermittently since then. At present a central building to house the administration offices is being erected. This will complete the front of the prison and make Leavenworth one of the most imposing penal institutions in the country.

Of all the prisons covered in this Handbook, Leavenworth is the most seriously overcrowded; not only are the men doubled up in their cells but large numbers are housed in the basements of the cell houses under conditions which make sanitation difficult and proper supervision impossible. The increase in population necessitates the use of the mess hall at full capacity three times at each meal. Considering the overcrowding, the sanitary standard of the prison is as good as can be expected.

The only industries so far developed, aside from the farm, are the stone shop, the laundry, tailor and shoe shops and the usual maintenance shops, all for prison use. In order to give the inmates at least a little work, more men are detailed to each department than can possibly be employed effectively. For instance, in one shop which ordinarily would

<sup>1</sup> See general statement on Federal civil prisons.

need about fifty men, over two hundred are detailed. This condition prevails throughout the entire institution. A considerable number of men are used on new construction work and the development of a large prison farm employs some men, but the problem of overcrowding and idleness is probably more serious here than in any prison covered in this book.

A new shoe shop is being erected in which shoes are to be made for the U. S. Army, Navy and Marine Corps. It would seem more natural that shoes for the army should be made in an army prison and for the navy in a naval prison, but even with the heavy freight rates which will be added to the cost of production, it is perfectly possible to make shoes here at a considerable saving to the Government and at the same time to give a good deal of vocational training to a considerable number of men. The success of prison industries in states where effective organization, modern equipment and the right direction is provided demonstrates that prisoners can do efficient work. Building a workshop and securing proper equipment is a comparatively simple problem; finding the right man to buy raw material, supervise the workshops and manage them efficiently is a more difficult task.

If the bill now before Congress to forbid the manufacture of shoes at Leavenworth does not pass, the Government may work out a belated solution of a condition which is at present nothing less than disgraceful. It will be, however, only a partial solution, for the shoe shop is designed to employ only one thousand men, while the population is about three thousand.

Recent legislation, creating new offenses punishable by the federal government, has greatly increased the inmate population and there is no reason for believing that the increase has ended. Additional quarters and workshops should be provided. To sentence men to prison at hard



labor and then to send them to an institution where overcrowding and idleness is as serious as here, may have as serious consequences to society as the crimes for which the prisoners are sentenced.

The hospital facilities are rather good, but the hospital shows the effect of overcrowding, and the medical service as a whole does not equal that of the more advanced state prisons. An unusually good medical program is needed because of the large number of drug users sentenced to this prison.

The educational work has been promoted with some vigor, but the quarters and equipment are inadequate and seriously handicap any effort to make education effective.

Overcrowding and idleness are inevitably destructive of morale, but everything considered, the morale here appears to be much better than might be expected under such conditions. The credit for this is due largely to the deputy, who is responsible for the handling of discipline and work assignment. The tragic results of the spoils system in the federal prison department, and of a lack of real policy is apparent throughout this prison, in the slow building of the prison plant, in the tardy development of industries, and in the general absence of any constructive program in the prison as a whole.

## MEMORANDUM ON THE FEDERAL PRISON AT McNEIL ISLAND, WASHINGTON<sup>1</sup>

Visited July 8, 1925.

The evidences of a lack of policy and of neglect by the Department of Justice are even more obvious at McNeil Island than at Leavenworth. The buildings as a whole are surpassed by most of the smaller state penitentiaries in completeness and modern equipment. The prison is located on an island in Puget Sound. One cell house is modern and the mess hall and kitchen are satisfactory. A small hospital is being built to replace the ramshackle building now used for a hospital. The warden's office, the older cell houses and the workshops were crude when built and are now quite out of date, although they are kept up as well as the construction will permit. While the overcrowding here is not so serious as at Leavenworth, many prisoners are quartered outside of the cells. A considerable number occupy cots placed in the bathroom.

The industries are entirely undeveloped and aside from the maintenance shops there is little work for the prisoners except that of clearing land and the roughest kind of manual labor, which cannot possibly be giving any vocational training.

The neglect of this prison on the part of the Federal Department of Prisons has been so serious that in a report to the Attorney General dated July 1, 1925, the warden

<sup>1</sup> See general statement on Federal civil prisons.

states that for the past ten years appropriations for the upkeep of the prison have not been in proportion to the increase in population, and goes on to say: "For the past three and a half years I have been calling the attention of the Department to the conditions, but have obtained but very slight results. I now ask that a board of survey be sent to visit the penitentiary, and report on the needs of the institution. I hope this request will in the near future be granted."

While such conditions must be discouraging to any man in a warden's position such a request indicates that the present warden is doing all in his power to have the conditions remedied. It must seem to him, as it does to the observer, as though the Department of Justice had brought the prison to the island, dropped it, gone off and promptly forgotten all about it. The chaplain's report speaks of 1,500 books donated to the library as a result of an earnest canvass among the public for books. Surely it is incongruous for a representative of the federal government to be obliged to go up and down the west coast begging for supplies that the federal government ought to grant as a matter of routine. If the chaplain had not made this effort however it would mean that in a condition of almost complete idleness, the inmates would not even have had books with which to occupy their time.

Conditions at the prison are not chargeable to the resident officials, who appear to be trying to meet their responsibility despite the innumerable handicaps. The responsibility belongs to the Federal Department of Prisons. Sentencing men to prison under such conditions of idleness and overcrowding may be necessary, but so far as a protection to society is concerned, it is of questionable value. No defense can be found for such neglect on the part of a department of a powerful government.

## UNITED STATES DISCIPLINARY BARRACKS FORT LEAVENWORTH, KANSAS

Visited July 23, 1925.

A military prison was established at Fort Leavenworth in 1875. Later it was turned over to the Department of Justice for a federal prison. In 1904 the new federal prison nearby was occupied, and the old plant was transferred back to the War Department for use as a military prison.

Its official designation originally was the United States Military Prison, but in 1914 the present name was adopted.

### I

#### GROUND AND PLANT

Entrance to the prison is through the original buildings erected in 1863. These buildings, once used for cell house and offices, are now occupied entirely by administrative offices. A modern prison building of the radial type with 8 wings has been built in an enlarged enclosure. Some of the old buildings now serve as shops. In addition to the 11½ acres within the walled enclosure, there are 750 acres of farm land nearby.

**1. Housing**—There are in six cell houses of the radial building almost 1,500 cells. Each cell is 9 x 4½, and 7 feet high, and has a good lavatory and toilet. They are well lighted and ventilated, and a high standard of cleanliness is maintained.

2. **Farm**—On the 750 acres of farm land are a poultry farm, piggery, greenhouse, and dairy barns—a diversified and well developed prison farm.

## II

### ADMINISTRATION

1. **Control**—The Adjutant General of the United States Army has general control of all disciplinary barracks.

2. **Warden**—The Commandant (whose position corresponds to that of warden in civil prisons) is Colonel George O. Cress, a graduate of West Point with 40 years' service in the army, who took command in March, 1923. He is assisted in the administrative work of the prison by the Adjutant, Major R. B. Harrison.

3. **Deputy**—The executive officer whose post corresponds to that of deputy warden in civil prisons, is Colonel G. M. Allen. He has been at the prison since 1922. There are 22 other officers, most of whom are assigned to special departments.

4. **Guards**—A detachment of 284 enlisted men is detailed to the prison; these men are quartered in new barracks just outside the prison proper and perform all guard and clerical duties in connection with the prison.

5. **Salaries and Pensions**—Officers and enlisted men assigned to the prison receive the same pay and allowance and are eligible for the same retirement benefits as in other branches of the service.

## III

### PRISONERS

1. **Population**—On July 23, 1925, the barracks had 1,024 inmates. The latest report shows that they represented all



of the states and the District of Columbia, as well as 15 foreign countries.

The average age of the men in prison is lower than in civil prisons:

**Ages:**

Under 20 yrs.....	353
21 to 30 " .....	625
31 to 40 " .....	59

**Sentences: Most of the sentences are comparatively short:**

1 yr.....	548
2 yrs.....	147
10 " .....	13
30 " .....	22

**2. Classification**—Prisoners enter in first class, and may be reduced to second or third for discipline.

**3. Insane**—Insane prisoners are sent to St. Elizabeth's Hospital at Washington, D. C.

## IV

### DISCIPLINE

**1. Rules and Regulations**—The regulations for the commissioned and enlisted personnel, and for the prisoners, are printed in a booklet which is supplied to everyone at the prison. They are detailed and comprehensive and provide for a very strict form of military discipline. The silence rule is enforced in marching formations and in the mess hall. In the various places of work talking is permitted and ordinary working conditions are maintained. Smoking is permitted only in the cell blocks and the yard.

Prisoners in first class may write as many letters as they wish; second-class men may write one a week, and third-class men none without special permission.

First-class prisoners may have visitors once a week, from

1.00 to 4.00 P.M., Saturdays, Sundays or holidays; other prisoners may have visitors only by special permission.

Prisoners working outside the walls, except trusties or "white star prisoners," work under armed sentries, but there is no armed guard in the mess hall or in any of the shops. All prisoners returning from work outside the walls are searched at the gate.

Prisoners assigned to the disciplinary battalion, who are to be restored to service, are treated much like enlisted men undergoing special training. They wear army uniforms without insignia designating rank.

There is more observance than in civil prisons of such things as standing at attention in the presence of an officer. Prisoners are not permitted to salute.

**2. Punishments**—The usual punishments are reduction in class, loss of privileges, and solitary confinement in the punishment cells. These are ordinary cells in a special isolation section in the basement, except that there is inside the door a small barred enclosure in which the prisoner may be placed eight hours a day, so that he must stand erect. The diet is bread and water. Loss of "good time" is used as punishment.

## V

### HEALTH

**1. Hospital**—The hospital occupies a separate building; it has operating room, wards and offices. It is fully equipped and kept up to army standards.

**2. Medical Staff**—The staff consists of the head surgeon (a major), three army doctors, four nurses, and an enlisted personnel numbering over twenty. A dentist is on duty two days a week. The head surgeon is a psychiatrist.

### 3. Psychological Work—

(1) *Mental Tests*—The Binet-Simon tests are given to all prisoners, and the results are used in connection with work assignment, discipline, education and parole.

(2) *Psychiatric Work*—Under the head surgeon, Major Edgar L. King, psychiatric work has been more fully developed here than in any other American prison. It is closely coordinated with the work of other departments, especially those dealing with restoration to service, work assignment, discipline, parole and discharge.

4. **Commissary**—The mess hall, kitchen, and storerooms are in one wing of the new prison building. The men all face one way at table; the table dishes are of aluminum.

Kitchen and bakery are completely equipped, and the store rooms are adequate in size and in good order. Sanitary conditions in the entire commissary department are very good.

The prisoners receive the same food as regular enlisted men; excellent and extensive farms make this possible without undue expense.

5. **Baths**—There are 48 showers in the bath house, and the high standard of personal cleanliness prevalent in the army is maintained here.

6. **Recreation**—The present recreation space is badly located and rather restricted for such sports as baseball. A new field is being laid out. Baseball, handball, basketball, football and boxing are the major sports. Recreation hours in summer are from 5.30 to 7.30 on two evenings a week, and from 12.30 to 4.00 P.M. on Sundays and holidays. In the winter the auditorium is used as a gymnasium. The space there is suitable for basketball.

7. **Entertainments**—Moving pictures are shown twice a week. Some entertainments are presented by outsiders, and the prisoners themselves stage shows on holidays.

## VI

## INDUSTRIES

**1. Workshops**—The workshops are for prison maintenance rather than for manufacture of goods for sale as in most prisons. The equipment and working conditions in the machine, woodworking, tailor, and shoe repair shops are good; the shops are well lighted and ventilated.

**2. Character**—No commodities are manufactured for sale. In addition to the usual maintenance shops, there are a brick plant, a salvage section for reclaiming clothing and shoes, and a model room where sand tables and other articles for military use are made. Much work is done around the buildings and grounds and on the roads of the military reservation. The farm work is extensive and well managed. It includes poultry and hog raising and operation of dairy, greenhouses, and varied farm and truck gardens.

A large, four-story modern barracks for the enlisted personnel has just been completed by inmate labor.

**3. Employment**—The prisoners were employed on July 23, 1925, as follows:

Farms.....	86
Dairy.....	11
Brick plant.....	42
Roads and reservation.....	145
Maintenance (all details).....	446
Shoe shop.....	17
Clothing shop.....	24
Print shop.....	5
New construction.....	187

**4. Vocational Training**—An effort is made to conduct all work in such a way as to provide the greatest possible amount of vocational training.

**5. Compensation**—There is no pay for prisoners.

## VII

## EDUCATION

1. **Library**—There is a good library of 14,000 books, and a generous supply of magazines is obtained from the post. Prisoners are allowed to go to the library to select books.

2. **School**—There is an adequate school room in Wing One. Compulsory classes, covering the first three grades, are held daily from 7.00 to 8.30 A.M., for those who have not completed the work of these grades. Evening school is held four times a week on a voluntary basis; work covers the fourth, fifth, and sixth grades, and such special subjects as stenography, telegraphy, and auto-mechanics. There is also a system of supervised self-study in the cells, covering seventh and eighth grade and high school work.

The men in the disciplinary battalion undergo intensive military training.

3. **Other Courses**—A number of correspondence courses are supplied by the authorities or purchased by the prisoners.

## VIII

## RELIGION

1. **Chapel**—The chapel is located over the mess hall. It is used for entertainments as well as for religious services. One end of it serves as a recreation room in winter.

The ceiling is high, and lighting and ventilation are good.

2. **Chaplain**—There is a full-time Protestant army chaplain at the barracks.

3. **Services**—Services are held every Sunday morning from 9.00 to 10.00 o'clock. Attendance is compulsory. Catholics are sent to the Catholic chapel at the post.



4. **Other Agencies**—Christian Science, Jewish and general services are held weekly. On Sunday afternoons the chaplain conducts a school of religious education, and on Sunday evenings a Bible school.

## IX

### TRAINING IN CITIZENSHIP

There is no system of inmate community organization to train men for the responsibilities of citizenship.

A special class in citizenship is conducted for the younger inmates.

## X

### PAROLE

Prisoners serving sentences of over one year may be paroled when they have served one-third of their sentence, but no man is paroled until he has served at least nine months of his sentence. They must secure "first friends," who report monthly until the parole period expires. In the year ending June 30, 1925, 102 men were paroled.

## XI

### Cost

Gross cost.....	\$778,767.95
Earnings.....	192,904.85
Net cost.....	685,863.10

### COMMENT

I. The main building is modern in every respect, adequate in size and equipment, and is kept up to a high standard of cleanliness. There are enough cells to allow one

for each man. Some of the other buildings are old, but they are well kept and adequate for the purposes which they serve.

The auditorium is worthy of special attention, having been constructed so as to provide a place for exercise and games during the winter months, when the need of recreation is greatest.

2. While there are no prison industries in the sense in which that term is generally used, the work done is carried on in such a way as to give considerable vocational training. The farm work is unusually good and has real value from the standpoint of training for prisoners. The new barracks, built by the prisoners, is a good example of the high grade of work that can be performed by inmates. Such construction affords valuable training to a large number of men.

3. The development of psychiatric work here constitutes a distinct contribution to progress in prison management. Skilled direction, an adequate staff, and readiness to cooperate with other departments in applying the results, have produced a psychiatric program which may profitably be studied by officials of other prisons. The work here is not carried on as a form of scientific research divorced from the ordinary routine of the institution, but is closely coordinated with the work and problems of other departments, particularly with the vexatious problem of discipline.

4. The general health schedule is good. High sanitary standards, quantity and quality of food, facilities for exercise, and the medical care made possible by the large staff are contributing factors.

5. The educational work appears to be successful. The self-study plan is an interesting feature; it enables the individual to follow his own interests, under direction. Technical and trade courses might well have greater emphasis, in view of the age and background of the men confined here.

6. The discipline is stricter than in most state prisons, but under the present officers it is guided by sympathy for and understanding of the prisoner, and a desire to prepare him for his return to the army or to society. While rigid military discipline may be the best possible preparation for the few men who will be restored to the service, it is a matter for conjecture whether or not it will best fit the remainder for return to society. It should be remembered, however, that the men confined here are accustomed to military discipline, and also that, unlike many prisons under rigid discipline, the barracks employs most of the recognized agencies which tend to reform men. The use of armed sentries over men working around the post and the practice of searching working parties as they return to the prison have been abandoned in many state prisons. The cage in the punishment cells is a relic of former days and appears quite inconsistent with the spirit of the institution today.

7. In 1919 a significant experiment in prison management was conducted here. The institution was not then under the present command. The inmates were allowed to organize under a system of modified self-government. Injudiciously supervised, it came to a disastrous end when a situation bordering on mutiny was allowed to develop. It was followed by a period of the most severe discipline during which "clubs were trumps," a régime which in turn gave way to the present one.

In this connection it should be noted that at the same time and over a period of four years under two commanding officers, such a system was operated at the U. S. Naval Prison in the Portsmouth Navy Yard, without disaster or outbreak, and with beneficial results.

When the application of a principle fails, people are prone to condemn the principle. Democracy has sometimes degenerated into anarchy in prisons as well as out.

## ATLANTIC BRANCH U. S. DISCIPLINARY BARRACKS, GOVERNORS ISLAND, N. Y.

Visited February 11, 1926.

The Atlantic Branch of the U. S. Disciplinary Barracks is on Governors Island in New York Harbor. Castle Williams, as the prison is generally known today, was built in 1811 for a fort. When it became obsolete as a fortification it was turned into an army prison. Its use for this purpose has been discontinued a number of times but in 1922 it was re-opened under the name of the Atlantic Branch of the United States Disciplinary Barracks.

### I

#### GROUND AND PLANT

Castle Williams is a three-story circular structure with an open courtyard in the center.

1. **Housing**—There is no cell block as that term is used in ordinary prisons. On the upper floors of the old fort are large rooms, 20 x 30 feet, originally designed for casemates, each of which today provides quarters for a dozen men. The ventilation is probably better than in most prison cell blocks; each of the rooms has an outside window and one opening on the court. They are equipped with running water, wash bowl and toilet. The beds are of the common double-deck type. The installation of plumbing and electric lights has made the rooms livable.

2. **Farm**—There is no farm.

## II

## ADMINISTRATION

1. **Control**—The prison is under the control of the Adjutant General of the Army, Washington, D. C.

2. **Warden**—The Commandant of the prison is Colonel H. E. Yates, who has been 31 years in the U. S. Army. He was assigned to command here in June, 1924.

3. **Deputy**—The Assistant Commandant is Major G. W. Maddox; Capt. Theo. M. Roemer is the Executive Officer and 1st Lieut. J. S. Harbough, Jr., the Adjutant.

4. **Guards**—The regular contingent of enlisted men assigned to duty is 75. Guards for outside labor gangs are furnished from the regular garrison at Fort Jay.

5. **Other Employees**—The physicians, dentists and chaplains from the army post are assigned to duty at the prison. The psychiatrist, Major F. H. Dixon, Medical Corps, is for duty only at the prison. There are no civilian employees.

6. **Salaries and Pensions**—The salaries for officers and pay for enlisted men are the same here as in other departments of the service.

## III

## PRISONERS

1. **Population**—There were on February 11, 1926, 465 prisoners.

**Ages:** The ages in this prison naturally average considerably lower than in the state prisons. Admissions under 18 result from fraudulent enlistment and the policy is to discharge them as soon as minority can be verified. The ages for the 687 men received during the past year are as follows:



Under 16 yrs.....	2
16 to 20 ".....	86
21 to 30 ".....	516
31 to 40 ".....	77
Over 40 ".....	6

**Race:**

White.....	675	Negro.....	12
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Sentences: The sentences in this institution are short. Most of the men serve less than a year.

**2. Classification**—Men on entering are put into first conduct grade and reduced to second or third as a matter of discipline. In addition to these grades there is a disciplinary company to which men may secure admission by formal application on approval of the officials. The men of the disciplinary company, ordinarily about 40 in number, wear the service uniform and are under special military training and discipline. Those who make good in this branch may be restored to the colors. Ninety-eight men were restored during the last year.

**3. Insane**—Insane prisoners are transferred on the surgeon's recommendation to the Saint Elizabeth's Hospital in Washington.

## IV

## DISCIPLINE

**1. Rules and Regulations**—A copy of the rule book is supplied each prisoner. The rules are quite similar to those found in many prisons. The few exceptions have to do with military regulations. The rule book is now being revised and simplified.

**2. Punishments**—Reduction in grade, with corresponding loss of privileges, is used for some offenses. Most punishments, however, consist of a period from one to ten

days in punishment cells on a bread-and-water diet. The average time spent in these cells is three or four days.

## V

### HEALTH

1. **Hospital**—The hospital is used only for convalescent and minor cases. While the old building makes impossible a hospital up to modern standards, it is reasonably adequate for its purpose here, as operations or serious cases are taken to the army hospital nearby.

2. **Medical Staff**—The doctors assigned to the army post at Fort Jay are also responsible for the medical service at the prison. A psychiatrist has recently been assigned to the prison. This doctor handles the ordinary sick calls.

3. **Psychological Work**—

(1) *Mental Tests*—The Binet test is given by the psychiatrist in charge.

(2) *Psychiatric Work*—Since the first issue of the Handbook psychiatric work has been established. This development is in line with the psychiatric work at the Disciplinary Barracks at Fort Leavenworth, where this work has probably been developed as satisfactorily as in any prison in the country.

4. **Commissary**—The kitchen, store rooms and mess hall are on the ground floor. While the rooms are not well adapted to their purpose, careful planning and management have made them reasonably satisfactory. The men are seated on either side of the table. The usual army allowance for food is also allowed for men in the disciplinary barracks.

5. **Baths**—The bath house has an adequate supply of showers. One bath a week is required and men are permitted to bathe more frequently if they so desire.

6. **Recreation**—In summer the recreation periods, from

5 to 7 P.M. daily, are given in the yard space just outside the prison. The use of outside space in place of the court yard within the prison makes possible a fuller development of the recreation program.

**7. Entertainments**—Moving pictures are shown weekly and occasionally outside shows and lectures are brought in.

## VI

### INDUSTRIES

**1. Workshop**—Most of the industries are housed in one large workshop, formerly an army warehouse. Heating apparatus is being installed. While the ventilation is adequate the shop is somewhat dark but it can be made to afford good working conditions for the type of industries and number of men employed here. Additional windows are to be installed in the near future.

**2. Character**—Most of the work is done for the army post or for officers assigned to the post. The principal shops are for repairing furniture, printing, auto and typewriter, in addition to the usual maintenance jobs. No appropriation has been made for the development of industries.

The machinery and other equipment has been secured from the salvage department of the army. Under these conditions the development of industries here is very creditable.

**3. Employment**—On the day the prison was visited, the men were employed in the following occupations:

Shops.....	71	Unskilled labor.....	104
Maintenance.....	92	Military instruction...	23
Semi-skilled labor or work for Fort Jay..	133	Unassigned (sick, under punishment, school, etc.).....	42

**4. Vocational Training**—The industries, both in the workshop and for many of the men working outside of the prison, afford a considerable degree of vocational training.

5. **Compensation**—An effort is being made to pay the men in the workshops. As there is no appropriation this pay must come from receipts. About half of the 71 men in the shops are being paid an average of 10 cents a day.

## VII

### EDUCATION

1. **Library**—There is a library of some 4,000 volumes, about the usual standard of prison libraries both as regards choice of books and their condition.

2. **School**—A class for illiterates is held at which attendance is compulsory. About 18 attend. A voluntary night school is conducted with more advanced instruction. Eleven attend.

## VIII

### RELIGION

1. **Chapel**—A small low room, seating about half the population, is used for chapel as well as for library, entertainments and moving pictures. There is no religious atmosphere.

2. **Chaplain**—The regular chaplain from the army post is assigned to duty at the prison.

3. **Services**—Services are held every Sunday.

4. **Other Agencies**—The Fort Jay Army Y. M. C. A. holds weekly services.

## IX

### TRAINING IN CITIZENSHIP

The prisoners have no share in the responsibility for the conduct of the prison community.

## X

## PAROLE

During the past year 57 men have been paroled; 30 are still on parole. Paroles are made under the supervision of a parole officer. The men are paroled to a "first friend."

## XI

## COST

The gross cost of the prison for the year ending June 30, 1925, was \$148,566.45. This includes both the maintenance of the prison and the pay and maintenance of both officers and enlisted force.

(If the prison was credited for the work done on the Island at the same rate the army would have to pay civilian workers, the earnings of the prison would have been over \$130,000. This would put the net cost of the prison at only a little over \$17,000.)

## COMMENT

1. The attitude of the army toward its prisoners is indicated in part by the name of the institution—Disciplinary Barracks—rather than Army Prison. The giving of the same ration allowance to these men as to the enlisted force is another indication of the spirit back of the Disciplinary Barracks. The institution is further recognizing its function of giving to a considerable degree opportunity for vocational training to a large number of men who are not returned to the service. The whole policy of the Army appears to be in marked contrast to that of the Navy.

2. The old fort has been adapted to purposes of the prison in a rather effective way, so far as housing is concerned. The commissary department is least satisfactory. A wing built on the prison with the commissary department



on the lower floor, and an assembly room on the upper, would be a very great improvement.

3. The development of industries under the handicap of the entire want of appropriation is surely to the credit of the officers of this institution. When the variety and quantity of material purchased by the quartermaster of the army is remembered it is exceedingly difficult to see why the manufacturing of one or two articles could not be arranged for in this institution rather than for the Government to continue to purchase them.

4. The problem of administration is intensified in military prisons by the frequent shifting of officers, which is customary in the army. The result is that the officers usually have shorter periods of time in which to plan and work out their policies than is the case in civilian prisons. The same principle applies to the soldiers assigned as guards. The staff—both officials and enlisted men—of the Disciplinary Barracks should be built up of those selected for their ability to handle disciplinary cases; and such a staff, once it is built up and trained, ought to be reasonably permanent, for military training tends to make more difficult an understanding of the psychology of prisoners.

5. The present administration has shown the right social purpose and has undertaken its task with enthusiasm despite serious handicaps. It has accomplished a good deal in the development of the industries.

6. Only a comparatively small number of men are returned to the service. Some of the men do not care to return, but a considerable number are not given the opportunity to do so, because they are not considered up to the requirements of the army. It seems that a more careful method of enlistment would avoid admitting many of these men in the army in the first place and thus save a great deal of wasted effort and money on the part of the army and the time of the men.

## PACIFIC BRANCH U. S. DISCIPLINARY BARRACKS, ALCATRAZ, CALIFORNIA

Visited August 5, 1925.

Alcatraz prison is on an island containing about  $12\frac{1}{2}$  acres, in San Francisco bay near the entrance of the Golden Gate. A fort built here in 1856, was a few years later made a Federal prison and a little later a Military prison. Since 1916 it has been designated as the Pacific Branch of the Disciplinary Barracks.

### I

#### GROUND AND PLANT

The administration building and cell house, built in 1909, stands on the highest part of the island. Quarters for officers, barracks for enlisted men and a number of shops are built around the central buildings but on lower ground near the shore. One end of the island has been leveled off for a parade ground. A number of houses for officers are built around this ground near the shore.

**Housing**—There is but one cell house but it contains four cell blocks. These parallel cell blocks in the cell house would ordinarily make ventilation difficult but situated as this prison is ventilation is a problem easily solved. The 600 cells are  $9 \times 5$  and  $7\frac{1}{2}$  feet high. Each cell has a toilet and a lavatory of good grade, electric light, a bed and a shelf for personal effects. The entire front is grated.

The cell house and blocks are kept up to a high standard of sanitation.

## II

### ADMINISTRATION

**1. Control**—The Adjutant General of the Army is in control of all Branches of the Disciplinary Barracks.

**2. Wardens**—The Commandant is Col. Wm. M. Morrow who was appointed in November, 1922. Col. Morrow has had nearly 33 years' service in the U. S. Army.

**3. Deputy**—The Executive officer, Major J. L. Homer, was appointed in 1925. He is a graduate of West Point.

**4. Guards**—There is an enlisted force of 188 men detailed to the prison.

**5. Other Employees**—In addition to the commandant and executive officer there are 12 commissioned officers, including doctors and a chaplain. In the laundry and two other shops there are 30 civilian employees.

**6. Salaries and Pensions**—The regular army pay allowances and retirement conditions prevail here as in any other branch of the service.

## III

### PRISONERS

**1. Population**—There were on August 5, 1925, 382 prisoners. The annual report gives an analysis of the 354 prisoners as follows:

Under 20 years.....	165
20 to 29    ".....	173
30 to 39    ".....	14
Over 40     ".....	2

**Nativity:**

Native-born...	339	Foreign-born...	15
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The sentences here are very much shorter than in a civilian prison.

2. **Classification**—There is none.

3. **Insane**—Men adjudged insane are transferred to St. Elizabeth's Hospital at Washington, D. C.

## IV

### DISCIPLINE

1. **Rules and Regulations**—A booklet containing the regulations for prisoners and full information on parole, etc., is furnished each prisoner. The rules are in general similar to those of any military establishment. Members of the Disciplinary Battalion are under an intensive military routine. There is no silent rule, except in marching formations. Prisoners are permitted to pay officers a semi-military salute by touching the cap to the left breast. This salute is acknowledged in the regular manner. First-class prisoners may receive visitors once a week and may write two letters a month and such extra letters as are authorized. They may smoke at practically any time. Second and third class prisoners may write two letters a month, but may not receive visitors. Visits are held under guard but without screens or other barriers separating prisoners and visitors. Approved newspapers are permitted. Rules governing places of work are like those in similar places outside.

2. **Punishments**—The usual punishments are loss of entertainment or other privileges, reduction in class (entailing loss of certain privileges), loss of "good time," and solitary confinement on bread and water for a period not exceeding 14 days. The punishment cells are not dark or badly ventilated. For serious or persistent offenses prisoners may be tried by court-martial.

## V

## HEALTH

1. **Hospital**—The hospital is situated over the mess hall. It has a number of wards, an operating room, X-ray equipment and diet kitchen, also a ward for observation. It is perfectly lighted and ventilated and with the possible exception of the diet kitchen, compares very well with the best prison hospitals. All cases of major surgery and serious sickness are sent to general hospital two miles away which has a prison ward.

2. **Medical Staff**—This consists of two Army doctors and 21 enlisted men; one of the doctors is also a psychiatrist and one in addition to his duties as surgeon is an eye, ear, nose and throat specialist. A dentist makes regular visits.

3. **Psychological Work**—

(1) *Mental Tests*—A general mental examination and intelligence test is given to all prisoners on arrival and the results are used in relation to work assignment, education, discipline, and discharge, parole or restoration to the service. A history of each inmate is obtained from various sources.

(2) *Psychiatric Work*—The senior surgeon is a trained psychiatrist, and psychiatric work touching all the prisoners is carried on. The findings are related, as in the case of the mental tests, to work assignment, education, etc.

4. **Commissary**—The mess hall is large, well lighted and ventilated. Men are seated on either side of the tables. Heavy aluminum dishes are used. The kitchen and store rooms are well arranged and equipped and adequate in every way for their purposes. An unusually high standard of cleanliness is maintained throughout the department.

Prisoners receive the regular Army ration. There is no space available for farms or gardens.



**5. Baths**—The usual service standard of personal cleanliness is maintained. There are 48 showers in the bathroom under the cell house. Two baths weekly are required and daily baths are permitted those whose work is dirty.

**6. Recreation**—There is only a very small yard for outdoor recreation but many of the prisoners have considerable freedom through the day about the grounds. A large space, formerly used for recreation, is not available because of the necessity of erecting buildings on a section of it. The recreation hours through most of the year are on Saturdays from 1.00 to 3.30 P.M., and on Sundays and holidays from 10.00 A.M. to 4.00 P.M. The main sports are indoor baseball and boxing.

**7. Entertainments**—Moving pictures are shown twice a week to the prisoners and the enlisted men. There is a band and an orchestra. Vaudeville performances from outside are given once a week and the inmates give three shows a year before the whole Post.

## VI

### INDUSTRIES

**1. Workshops**—The chief industry is a laundry which is well housed and equipped; a tailor, a shoe and dry cleaning shops are run in addition to a number of shops used purely for maintenance. Most of the shops though housed in old buildings are adequate for their purposes.

**2. Character**—There are no productive industries, with the exception of the laundry, which does work for the Army Hospital and for the Post. The shops for tailoring, shoe repairing, hat cleaning, and dry cleaning also do work for the Post.

**3. Employment**—Of the 382 prisoners, on August 5, 1925, 80 were employed in the laundry, 20 in the tailor shop (which makes prisoners' inside and discharge clothing)

and 6 in the shoe, hat and dry cleaning shop. There are 11 men in the Disciplinary Battalion. The remainder were engaged in maintenance work, construction work and work about the Post or on the ferry and the Transport docks.

**4. Vocational Training**—The shops mentioned above and all the maintenance work are conducted with a view to giving as much vocational training as possible. There is a class in gas and automobile engineering.

**5. Compensation**—There is no system of compensation for prisoners.

## VII

### EDUCATION

**1. Library**—There is a good library of over 11,000 volumes. Four hundred magazines a week are received from the Y. M. C. A.

**2. School**—There is a schoolroom adequate for the number enrolled. Work in the first five grades is required of those who have not had that amount of schooling. School is conducted five afternoons a week for  $2\frac{3}{4}$  hours. There are 8 prisoners enrolled. The Disciplinary Battalion, containing 11 men, is in reality an intensive military school.

**3. Other Courses**—Six men are studying correspondence courses or University of California extension courses. A class in gas and automobile engineering, enrolling 65 men, is conducted two evenings a week by a civilian.

## VIII

### RELIGION

**1. Chapel**—The chapel, used also as a general assembly room, is over the prison offices. It has benches for about 400. It is fairly well lighted and ventilated.

2. **Chaplain**—There is a regular Army chaplain.
3. **Services**—The chaplain conducts non-denominational services every Sunday and there are Catholic services every other Sunday.
4. **Other Agencies.** The Salvation Army conducts services every Wednesday evening. Jewish services are held occasionally.

## IX

### TRAINING IN CITIZENSHIP

While the duties of loyal citizenship are stressed in many ways, there is no inmate community organization to train the prisoners in the responsibilities of citizenship.

## X

### PAROLE

Few prisoners are paroled. They are usually discharged when released. About 15 per cent of the prisoners are restored to duty, through the Disciplinary Battalion. In the year ending June 30, 1925, eight prisoners were paroled. A commissioned officer acts as Parole Officer.

## XI

### COST

The gross cost to the War Department of operating the Disciplinary Barracks for the year 1924 was \$382,575.67. The total earnings of the laundry, etc., for that period are given as \$110,763.86, leaving a net cost of \$271,811.81.

## COMMENT

I. The attitude of the officers here, like those of the other Army Disciplinary Barracks, was one of marked

courtesy and willingness to cooperate with the representatives of the National Society in every possible way.

2. The plant as a whole is excellent in construction and is maintained at the usual high Army standard. The cell house is good in general, although the construction of the cell blocks in parallel lines makes the inner corridors dark.

3. The discussion of the type of discipline in the comment on the Disciplinary Barracks at Ft. Leavenworth applies here as well. The absence of a silence rule here and the modified salute permitted prisoners are worthy of comment.

4. The location on an island not only permits greater freedom for prisoners but ensures thorough natural ventilation of all parts of the plant. It is unfortunate that there is only a restricted space available for outdoor recreation and that the hours are reduced far below those of many other prisons. The health program is aided greatly by the fact that prisoners receive the regular Army ration.

5. The provision for a general psychiatric program under a trained psychiatrist is in line with advanced prison practise.

6. Considering the constant change of personnel, due to short sentences, the lack of previous vocational training and funds for educational work, more emphasis is placed on fitting the men to become wage earners than on academic training. Were government funds available the educational facilities of the University of California Extension Division could be used. The school maintained for elementary training does constructive work, and the classes in Automotive Engineering and Business Relations conducted by two public-spirited citizens from San Francisco, are important factors in fitting the men for their return to society.

## U. S. NAVAL PRISONS

The Society is not able to publish a discussion of the naval prisons. In the eight months during which material for the book was being compiled, it was found impossible to cut through the navy red-tape which made entrance to the naval prisons impossible. The commanding officers at Mare Island and Portsmouth referred to their superior officer at Washington, the Judge Advocate General, the question of visiting the prison, and it was impossible to secure that officer's permission to visit the prisons or to secure data available in the annual reports of the commanding officers. The report on the Portsmouth Naval Prison in the last Handbook of the Society was made possible through the cooperation of the commanding officer, Col. H. D. South of the Marine Corps, who in 1923, permitted representatives of the Society to visit the prison and gave them every cooperation.

The attitude of the naval officials in blocking access to the prisons under their jurisdiction is in marked contrast to that of the commanding officers of three Army prisons, who not only permitted the Society's representatives to thoroughly inspect their prisons (in the Army called "Disciplinary Barracks") but gave them an unusual degree of cooperation.



## ARIZONA

Visited July 31, 1925.

The Arizona State Prison was established at Yuma in 1875, where it remained until 1898, when it was transferred to its present site about a mile from Florence.

### I

#### GROUND AND PLANT

The administration building, a modern office building, stands in front of the prison. Entrance to the yard is through a gate at the right end of this building.

At about the center of the 9-acre enclosure is the power house. Most of the buildings radiate from this center, though they are not connected with it. They are all one-story concrete buildings. Part of the yard is attractively planted.

Houses for the warden and the deputy are behind the prison.

**1. Housing**—There is but one cell house, with one tier of cells. The rows of cells are divided at the back only by a steel partition, which is pierced with holes to aid ventilation. This type of construction makes plumbing possible without the usual service corridor. There are 69 cells, or units, each 9 x 7, and 6½ feet high, equipped with bunks for 4 men. Only part of the population can be cared for in the cell house; the others are housed in two

improvised dormitories. There is urgent need for additional cell houses or dormitory units.

Faulty construction in walls and ceilings makes the upkeep of these and other buildings difficult and expensive.

**2. Farms**—The prison has 1,000 acres of land; 600 acres are irrigated and produce two crops yearly, chiefly grain and hay. More land is needed to increase the supply of fresh vegetables for the prison diet.

## II

### ADMINISTRATION

**1. Control**—The Governor, the State Treasurer, and one member appointed by the Governor, constitute the Board of Directors of State Institutions. The superintendent is appointed by the Governor and confirmed by the Senate.

**2. Warden**—The present superintendent (warden) is R. B. Sims,<sup>1</sup> appointed in January, 1923. He is an accountant, and has also been in the contracting business. This is his second term as superintendent.

**3. Deputy**—The assistant superintendent (deputy warden) is Thomas A. French, appointed in January, 1923. He was in the prison service as secretary to the warden from 1916 to 1918, and was also an official of the State Federation of Labor.

**4. Guards**—There are 19 guards, working on 8-hour shifts. They are appointed by the superintendent and are not under the civil service law.

**5. Other Employees**—Among the other employees are the secretary to the superintendent, doctor, parole clerk, chaplains, and engineer.

#### **6. Salaries and Pensions:**

<sup>1</sup> Mr. R. B. Sims has since been appointed to serve on the State Industrial Commission, and Mr. Scott White has become superintendent.

Superintendent.....	\$3,000	quarters and maintenance
Asst. Supt.....	2,000	quarters and maintenance
Guards.....	1,440	(those living at the prison are charged \$30 a month for board)
Doctor (part time)...	2 000	
Chaplain.....	16	a month for two services
Engineer.....	2,160	
Parole clerk.....	2,000	
Secretary.....	2,000	

There is no provision for pensions.

### III

#### PRISONERS

**1. Population**—There were, on July 31, 1925, 457 prisoners.

The report for the biennial period ending June 30, 1924, shows 404 prisoners received during that period. An analysis of this group is contained in the following tables:

##### Ages when received:

Under 20 years...	51	30 to 39 years...	83
20 to 24 " ...	131	40 to 49 " ...	48
24 to 29 " ...	73	50 and over.....	18

##### Nativity:

Native-born...	270	Foreign-born...	134
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The 134 foreign-born were contributed as follows:

Mexico.....	108
13 other foreign countries.....	26

##### Race:

White...	215	Negro...	41	Other races...	148
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##### Education:

Illiterate.....	48	High School..	24
Common school...	319	College, etc...	13

**Sentences:**

Indeterminate...	379		
Determinate...	25	{	
		Under 5 years.....	6
		Between 5 and 10 years...	7
		Life.....	9
		Death sentence.....	3

The method of execution in Arizona is hanging. Four were executed in the last biennial period.

**2. Classification**—There is no system of classification of prisoners.

**3. Insane**—Prisoners who are adjudged insane are sent to the state hospital.

**4. Women**—No satisfactory quarters are provided for the 6 women prisoners of the state. Suitable and separate housing should be provided for them at some state institution, such as the one at Fort Grant, where there are matrons in charge.

## IV

## DISCIPLINE

**1. Rules and Regulations**—There are no printed rules, and all the rules in force are general and flexible rather than specific and rigid. Prisoners may write letters and receive visitors as often as they wish, within reason. There is no silent rule. Newspapers are permitted, and prisoners may smoke anywhere except in such places as the flour mill. In general, the maximum liberty of action is allowed within the walls, provided the prisoner's conduct and work are satisfactory.

**2. Punishments**—The usual punishments are loss of privileges, loss of "good time," and confinement in the punishment cells. This last is usually for ten days at the most, the diet being bread and water for the first day or two. The cells are semi-dark and the ventilation and

sanitary conditions bad. When several prisoners are confined here they have access to the barred corridor in front of the cells and can mingle freely.

## V

## HEALTH

**1. Hospital**—The regular hospital is ample in size and has a ward and well equipped operating room. At the time the prison was visited the diet kitchen was not as fully equipped or as well kept as some other parts of the hospital, and the ward seemed somewhat drab and cheerless. Although below the highest modern prison standard in some respects, the hospital is fairly adequate. The separate building for tubercular patients is set in a pleasantly shaded yard, has mess facilities and provision for out-door sleeping, and seems well adapted to its purposes.

**2. Medical Staff**—A local doctor is retained on a part-time basis, and a local dentist is available on call.

**3. Psychological Work**—There is none.

**4. Commissary**—The mess hall and kitchen are in a separate building, well lighted and ventilated. The interior finish of the room makes it appear a bit shabby and difficult to keep clean.

The men are seated at opposite sides of the tables in the mess hall, and conversation is permitted. Three-section tin plates are used as table dishes.

The kitchen and bakery are well equipped.

The garden and dairy give some variety to the prison dietary. Prisoners are permitted to buy groceries.

**5. Baths**—There are 8 showers in the bath house, and several in other parts of the prison. Two baths weekly are required, and prisoners may bathe daily if they wish.

**6. Recreation**—There is a large baseball field, and



facilities for basketball, handball and croquet. The baseball team plays outsiders, and goes outside the prison to play. The climate permits outdoor recreation throughout the year and the prisoners are allowed in the yard whenever their work permits, until sunset. Some of them are allowed in the yard even later.

**7. Entertainments**—Moving pictures are shown once a week on a screen in the prison yard. During the rainy season they are shown indoors. Occasional concerts and other entertainments are given by outsiders, and during the winter the inmates stage shows once a month. Outsiders are admitted and the receipts are used for athletic supplies.

## VI

### INDUSTRIES

**1. Workshops**—Several shops, chiefly for maintenance, are under the recreation and chapel building; they are well lighted and ventilated. The shoe and tailor shops and the laundry are well equipped and their working conditions good. The best of the prison shops, in both equipment and upkeep, is the flour mill.

**2. Character**—A flour mill is operated on the state use basis, the grain being raised on the prison farms. Shirts and overalls are made and shoes repaired for the prison and for the Industrial School. Laundry work is done for the Pioneers' Home (a state institution). Farms, gardens, and orchards are operated. These occupations employ only a part of the men, and there is much enforced idleness. Most of the idle men spend their time making souvenirs for sale.

**3. Employment**—The 459 prisoners confined on October 12, 1925, were occupied as follows:

Flour mill.....	5
Clothing and shoe shops.....	11
Laundry.....	12
Farms and gardens.....	53
Maintenance.....	153
Working outside prison.....	167
Sick and unassigned.....	58

**4. Vocational Training**—There is some vocational training incidental to the work especially of the flour mill and farms.

**5. Compensation**—There is no compensation for prisoners.

## VII

### EDUCATION

**1. Library**—There is a library of 3,000 books, somewhat below the standard of better prison libraries. There is also a supply of magazines.

**2. School**—There is a small school room with desks and blackboard, but no classes are conducted. The funds available for the employment of a teacher or supervisor not being sufficient for the purpose, they are used to purchase correspondence courses for prisoners.

**3. Other Courses**—Several prisoners are studying correspondence courses under the arrangements described above.

## VIII

### RELIGION

**1. Chapel**—A chapel and a recreation room occupy one building. Both rooms are good-sized, light and well ventilated, but are so finished that upkeep is difficult. They need repairing, paint and additional furnishings.

The chapel is used for entertainments as well as for religious services.

2. **Chaplain**—A local Protestant clergyman and a Catholic priest serve as part-time chaplains.

3. **Services**—Protestant and Catholic services are held on alternate Sundays.

4. **Other Agencies**—No other religious agencies serve the prison.

## IX

## TRAINING IN CITIZENSHIP

There is no system of inmate community organization to train men for the responsibilities of citizenship.

## X

## PAROLE

There is a state parole board and a parole clerk. During the year ending June 30, 1924, 181 prisoners were paroled and 7 parole violators were returned.

## XI

## COST

Gross cost of the prison to the State for the year ending June 30, 1924	\$118,923.54
Earnings	<u>11,915.36</u>
Net cost	\$107,008.18

This was about \$58,000 less than the cost for the preceding year.

## COMMENT

1. The buildings in general are of rough construction which makes the problem of upkeep and sanitation difficult.

Much work has been done to improve the appearance of the grounds, especially at the entrance of the prison and about the tuberculosis hospital. A heavily shaded plot of ground has been developed around the hospital, making its location unusually pleasant.

The cell block is badly overcrowded as there are but 60 cells and one dormitory for over 450 prisoners. Most of the cells have three or four occupants. Fortunately, the construction is such that air can pass through the partition between the cells, permitting better ventilation than the usual type of cell. Most of the windows in the prison are small, and the buildings somewhat darker than other prisons. This may be desirable in a climate like that of Arizona, as it tends to keep the buildings cooler.

2. An outstanding need of the prison is employment for its inmates. The lack of employment, relieved only by the making of souvenirs for sale, is bad for the prisoners and unfair to the tax-payers. It increases the problem of discipline and the difficulty of making confinement a benefit to the prisoners.

There are few products which could profitably be manufactured at this prison. But according to surveys made by the prison officials, a certain type of cement plant could be installed without a greater outlay than the State can easily handle. It would largely solve the employment problem. It would save for the State a very substantial amount in its road building program, and at the same time would reduce, if not pay the cost of running the prison. The commercial interests that have repeatedly balked the cement plant are not doing it because of a broad social consideration or concern for the welfare of the State as a whole. Opposition of this type should not balk such a development.

A state that has many roads to build can also employ large numbers of prisoners on road work. The experience of California might be studied profitably in this connection.

3. The type of discipline is based on the sound, general principle not usually employed in prison that each prisoner should be given as much liberty within the prison as is possible. Good morale seems to be maintained in spite of the many handicaps. The punishment cells, however, are unsanitary and badly ventilated. Cells of a better type and in better condition have been found effective for punishment in other prisons. The mingling of the prisoners in a cage in front of the punishment cells does not seem desirable or wise.

4. The women prisoners should be transferred to a section of the State Industrial School; they have no place in an institution designed primarily for men. But if they are to remain at the prison, satisfactory quarters entirely separate from the main section should be provided for them. Neglect in making proper provision for the women prisoners is a disgrace to the State.

5. There is no regular school work, and the correspondence course system has not worked well for the reasons pointed out by the warden in his 1924 report. In other prisons educational work is directed by inmates, by the chaplains, or by a local school teacher employed on a part-time basis.

There might well be, in addition to classes in the lower grades for those who do not read or write English, courses arranged in cooperation with the State University, for those who wish higher study. Without direction the higher courses are not likely to succeed. If the State University is not now in a position to help, it might be possible to establish a basis of cooperation with the University of California, whose extension work is widely and successfully used in the California prisons.

6. The three-section type of plates used in the mess hall, if they could be provided in some other material than tin, would seem well adapted for prison use.



7. The reduction of \$58,000 in cost of operating the prison during 1923-24 over the previous year, is worthy of note.

The best example of the Honor System found in the prisons reported in this book is in the Arizona prison. The honor system here is really based on honor and is genuinely honest and intelligently administered. In some "Honor" prisons the system dealing with the trustees is used as a smoke screen to cover deplorable conditions inside of the prison. In Arizona the honor system under Superintendent Sims, is a fair illustration of the spirit of the whole prison.

## CALIFORNIA

### FOLSOM

### SAN QUENTIN

The State Board of Prison Directors consisting of five members is responsible to the Governor for the administration of both San Quentin and Folsom prisons. The present members are:

George A. Van Smith, President, San Francisco.

Thomas M. Gannon, Sacramento.

W. L. Morrish, Berkeley.

J. G. Mattos, Jr., Centerville.

Julian H. Alco, San Francisco.

The term of membership is ten years, one member being appointed every two years.

In addition to appointing the warden and deciding the general policy for the prisons, the State Board of Prison Directors, in accordance with section 1168 of the Penal Code, which provides for the indeterminate sentence, has the power to determine the length of time that a prisoner shall be confined.

## FOLSOM, CALIFORNIA

Visited August 7, 1925.

Work on the prison buildings at Folsom was begun in 1878, and the first inmates were 50 men transferred from San Quentin in 1880. The presence of rock for quarrying purposes is said to have been the determining factor in choosing the site.

### I

#### GROUND AND PLANT

Granite from the prison quarry was used in constructing the administration building, the old cell houses, the school building, and the walls which surround about 40 acres. The main buildings are built on three sides of a central yard containing the recreation field and band-stand. The administration building, instead of being outside of, or just within the prison gate, is at some distance from the entrance. Outside the walls are the warden's residence and quarters for the guards' families—the most attractive group of homes provided for families of guards at any prison in the country.

**1. Housing**—There are two cell houses, one old and the other modern. The old cell house has two parallel cell blocks with a corridor between. A skylight over the central corridor gives light. The cell house walls have square openings under the eaves. These windows are barred but are unglazed. There is no provision for heating.

The 325 cells built on two tiers are  $8\frac{1}{2}$  x  $6\frac{1}{2}$ , and  $8\frac{1}{2}$  feet high. An extension in which there is but one cell block has been added to one end of this cell house. In this cell block the 70 cells, also on two tiers, measure 15 x 6 and 8 feet high. Most of the 395 cells have double deck bunks, and in the larger cells 3 or more men are quartered. Spring beds, mattresses and blankets are the standard equipment.

There is no plumbing in these cell blocks. Between the old cell blocks and the extension, openings in the sewer are provided for dumping the cell buckets.

Considering the age of the cell blocks, a good standard of sanitation is maintained. The doors are solid iron with only a few holes for ventilation, but a forced ventilation system was installed a few years ago.

The new cell house across the yard is constructed of concrete, and contains 512 cells on four tiers. Each cell has lavatory and toilet of good quality, and a double deck bunk, though the cells were planned for but one occupant. The maintenance of satisfactory ventilation and sanitation is much easier than in the old one. Provision has been made for heating this cell house.

**2. Farm**—There are about 1,300 acres in a well developed prison farm. All the farm produce is used at the prison.

## II

### ADMINISTRATION

**1. Control**—The prison is under the control of a State Board of Prison Directors. This board appoints the warden and makes the prison policy.

**2. Warden**—J. J. Smith was appointed warden in November, 1913. He has had nearly 30 years' experience in various capacities in the prisons of the state.

**3. Deputy**—The deputy warden is C. A. Larkin, ap-

pointed in June, 1924. Except for two years' service in the Army, he has been an employee of the prison since 1915.

**4. Guards**—There are 66 guards at the prison, who are appointed by the warden without civil service rules.

**5. Other Employees**—There are 34 other employees, including a doctor, two chaplains, foremen, engineers, and clerks.

#### 6. Salaries and Pensions:

Warden.....	\$5,000	quarters and maintenance
Deputy.....	3,000	and \$300 towards maintenance
Guards.....	1,080 to 1,200	with allowance of \$25 a month for food, and quarters at nominal rental.
Doctor.....	3,000	
Dentist (part time)...	1,500	
Chaplain.....	600	
Farm Supt.....	1,500	
Steward.....	1,500	

There is no pension provision.

### III

#### PRISONERS

**1. Population**—On August 7, 1925, there was a total population of 1,599 prisoners, including the men working on the road camp.

The report for the biennial period ending June 30, 1924, shows 479 prisoners received during that period. An analysis of this group is contained in the following tables:

##### Ages when received:

Under 20 years...	7	30 to 39 years...	144
20 to 24 " ...	85	40 to 49 " ...	95
25 to 29 " ...	91	50 and over.....	57



**Nativity:**

Native-born...	371	Foreign-born...	108
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The 108 foreign-born were contributed by the following countries:

Mexico.....	38	
Canada.....	12	
24 other foreign countries.....	58	

**Race:**

White...	423	Negro...	49	Other races...	7
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**Education:**

Illiterate.....	16	College...	4
Public school...	459		

**Sentences:**

Indeterminate...	260		
Determinate...	219	Under 5 years.....	58
		Between 5 and 10 years...	94
		Between 11 and 25 years..	38
		40 and over.....	5
		Life.....	23
		Death sentence.....	1

The method of execution in California is hanging.

**2. Classification**—There is no system of classification of prisoners.

**3. Insane**—Prisoners adjudged insane by the Superior Court are transferred to the state hospital.

## IV

## DISCIPLINE

**1. Rules and Regulations**—Copies of the printed rules, identical with those at San Quentin, are furnished the prisoners. There is no silent system. Smoking is permitted practically everywhere, as there is no real fire hazard. Prisoners may write letters freely, within reason. There is

no specific limit to the number of visits allowed. Visits are held in two places, one provided with screens for drug addicts and one with a table separating visitor and prisoner. Newspapers, except California papers, are permitted. A gun guard is stationed in the mess hall.

**2. Punishments**—The usual punishments are loss of recreation privileges or of all privileges, loss of "good time" (by action of the prison directors), confinement on bread and water in the back alley (a punishment corridor in the old cell block), or in the dungeon if the punishment corridor is filled. The usual period is 10 days, but this is often extended in case of persistent offenders. After the first 10 days the bread and water diet is broken by one full ration a week. The "back alley" contains regular cells which are semi-dark, but not badly ventilated. Sometimes two men are confined in one cell. The dungeon, generally used for condemned men only, contains several ordinary but rather gloomy cells. Men under punishment have no beds, but sleep on mattresses with blankets on the floor.

## V

### HEALTH

**1. Medical Staff**—A doctor and a dentist are retained at the prison, both considered on a full-time basis, but allowed to practice outside. A visiting specialist cares for ear, eye, nose, and throat troubles.

**2. Hospital**—The hospital is in a part of the administration building which opens into the old cell house. It has two wards and an operating room. While not inadequate or badly kept, in arrangement, equipment, and upkeep it does not measure up to the San Quentin hospital. Tubercular cases are transferred to the latter prison.

**3. Psychological Work**—There is none.

**4. Commissary**—The mess hall and kitchen are in a wing which, when complete, will connect the old and the new cell houses. The timbers of the frame of the mess hall roof and the side walls are whitewashed. On account of leaks in the roof the maintaining of the whitewashed surfaces is an unending task.

The tables are made of joined wood strips, varnished, and attractive in appearance, easy to keep clean. Most of the tableware is of heavy aluminum, though some tinware is used. Knives and forks are used only for certain meals; ordinarily only a large spoon is allowed.

The kitchen and bakery are crowded and not well lighted and ventilated. There is no dough mixer in the bakery. The commissary department as a whole will require considerable alteration and new equipment to make it compare favorably with better institutional standards.

The farms and dairy contribute considerable to the variety of the diet. Butter, milk and eggs are occasionally served. Prisoners may not buy food.

**5. Baths**—There is a good bath house, containing not only 28 showers, but a pool 20 x 50 feet. A weekly bath is required, and two or more are permitted kitchen men, etc.

**6. Recreation**—There is space for outdoor recreation in the main yard, with facilities for baseball and handball. Most of the prisoners have some time outdoors after working hours during the week. Recreation hours on Saturday are from noon till 4.00 o'clock, and on Sundays and holidays from 8.00 A.M. to 2.15 P.M. There are baseball teams, including an "all-star" team. Outside teams come in to play the latter.

During the winter months the men are locked in all day in foggy or rainy weather.

**7. Entertainments**—Moving pictures are shown three times a month. The band gives concerts in the yard daily

in good weather. There are occasional lectures, but no shows, by outsiders. The inmates stage a celebration on the Fourth of July.

## VI

### INDUSTRIES

1. **Workshops**—There are no industrial workshops, the quarry and farms constituting the only industries.

2. **Character**—There is no contract labor at Folsom. The quarry produces some building stone and crushed stone, part of which is sold to the railroad. The farms and poultry raising are chiefly for maintenance. Considerable land is being cleared for cultivation, and some construction work is carried on. Clothing and shoes for prisoners are made and the laundry does work for the families of the officers as well as the inmates. Road-camps are operated under the State Highway Department as at San Quentin.

3. **Employment**—On August 7, 1925, the total population was distributed industrially as follows:

Quarry.....	343
Road work.....	182
Farms, land clearing, etc.....	236
Shoe and tailor shop.....	79
Construction and maintenance...	714
Idle, sick, incapacitated, etc.....	45
	<hr/> 1599

4. **Vocational Training**—There is almost no vocational training value in the work, with the exception of some incidental to farm and construction work and in the manufacture of the clothing given to prisoners on release. The shoe shop is on a crude, handwork basis. Some vocational training is given in the University extension courses.

5. **Compensation**—There is no compensation, except for

the men in the road camps. They receive \$2.10 a day, from which is deducted the cost of their maintenance. This includes food, clothing, transportation, salaries of guards, and the rewards and other costs incident to apprehending men who escape from the camps. The maximum net compensation allowed is 75 cents a day. The compensation is paid by the State Highway Department, which also supplies equipment and foremen. Men in road camps also receive extra "good time."

## VII

### EDUCATION

1. **Library**—There is a rather good library of 5,000 volumes in one end of the assembly hall. Books are in the main contributed by the county library. An ample supply of magazines is secured from the excess stock of news stands.

2. **School**—The assembly hall is equipped for school room purposes, and serves as an auditorium for shows and entertainments. The program presents considerable opportunity for education beyond the common branches. There is an educational director assisted by a staff of inmates. Prisoners who have not the equivalent of a fifth grade education are required to attend school. There is instruction in the first eight grades from 12.45 to 3.00 P.M., and in some special subjects such as typewriting and stenography. More than a hundred men are taking correspondence work under the Extension Division of the University of California, some of them taking as many as six courses. The agricultural courses enroll the majority of these men. The prison school organization aids the men taking extension courses. In all, 360 inmates are doing some educational work.



3. **Other Courses**—Some of the men are taking ordinary correspondence school courses.

## VIII

### RELIGION

1. **Chapel**—A small chapel used exclusively for religious purposes is in the yard near the end of the new cell house. It is well lighted and ventilated.

2. **Chaplain**—There are two chaplains, Protestant and Catholic, on part-time.

3. **Services**—Protestant and Catholic services are held on alternate Sundays.

4. **Other Agencies**—Services are sometimes conducted by the Salvation Army, Christian Scientists, and by local Episcopalians.

## IX

### TRAINING IN CITIZENSHIP

There is no system of inmate community organization to train men for the responsibilities of citizenship.

## X

### PAROLE

The Board of Prison Directors acts as a parole board, and there are also parole agents. During the biennial period ending June 30, 1924, there were 255 men paroled, and for the same period there were 43 parole violations, some of them purely technical.

## XI

## COST

Gross cost during the year	
ending June 30, 1924 . . . .	\$365,136.26
Earnings, about . . . . .	20,000.00
Net cost, approximately . . .	<u>\$345,136.26</u>

## COMMENT

1. This prison is intended primarily for offenders who have had one or more previous convictions. Serious trouble-makers may also be transferred here from San Quentin. Notwithstanding this, the system does not appear "hard-boiled." There is little enough of a constructive nature, but at least the needlessly harsh discipline which might be expected in such a prison is not apparent. Experience has invariably proved the futility of purely repressive methods.

2. The location is good from the health standpoint, but it is rather isolated and the distance from larger centers of population handicaps the industries. The grounds around the prison have been developed to an unusual extent. The houses for officers and guards are the best to be found in any prison reported in this book. The farms are extensive and well operated and there is ample acreage for further development.

3. The plant is kept in good condition, considering its age. The construction of the kitchen, bakery, and mess hall makes it difficult to maintain high standards of cleanliness and sanitation. This is also true of the old cell blocks. The solid doors on the cells make them dark in spite of the skylight. The bakery needs a dough mixer.

The old cell blocks are cold during the rainy season, when the men are sometimes locked in for several days in

succession on account of the heavy fog. The row of openings under the eaves should be fitted with adjustable windows. The installation of a heating system would make these cells more healthful. The forced ventilating system installed a few years ago improved these cells.

The arrangement of the plant as a whole appears unusually good, considering the fact that its building extended over a long period. Certainly in arrangement it is very much ahead of San Quentin.

The prison is badly overcrowded and provision should be made to care for the increased population. Doubling up in cells is generally recognized as bad practice.

4. A state that can develop in one prison, as at San Quentin, a medical and surgical program that leads the prisons of the country should surely not fall so far below that standard in the second prison.

5. While the educational work is not as extensive as at San Quentin (some of the latter's development is due to its proximity to the State University of Berkeley), there is a school organization here superior to that of most prisons. The school room and library are admirably located with a view to making them accessible directly from the cell houses.

6. In view of the old cell blocks and the overcrowded condition of the prison, a more extensive program of outdoor recreation seems very desirable. Its good effect on health, mental and physical, and on morale and discipline is generally accepted.

7. The outstanding need of Folsom is adequate industries. In its report of June 30, 1924, the State Board of Prison Directors said: "The essays at industrialization at San Quentin have been farcical—the complete failure of any such efforts at Folsom, tragic." Only one feature of the industry is commendable, the road work, as given in detail in the San Quentin report and comment. For nearly 1,600 men there is no industry worthy of the name and there

is much idleness. The farm and the road work provide employment for less than a quarter of the men. The tailor and shoe shop have little vocational value; the shoe shop has no machinery, all work being done by hand. The quarry is an ineffective substitute for a real industry.

Industries that give men trade education and produce revenue for the State should be installed.

The manufacture of auto license plates would be a good industry for Folsom, even though it would not employ a very large number of men. California uses a large number of license plates, and does not now make them. Such an industry has proved profitable in other states. The location of Folsom would not handicap this industry, and as it is a product used by the State, there are no just grounds for opposing it. The opposition that has blocked its establishment should not be permitted to do so again.

8. There seems to be danger here, as in other states with more than one prison, that one of the prisons will be neglected. The location of Folsom is such that it receives less attention than San Quentin, although in many ways it presents a more perplexing problem. San Quentin and Folsom are coordinate parts of the California prison system. They should be developed in conjunction with each other, and the same standards maintained in each.

The great task, however, as at most of the other American prisons, is to develop a morale that is calculated to make good citizens rather than good prisoners.

## SAN QUENTIN, CALIFORNIA

Visited August 3, 1925.

The first California prison was a barge at Vallejo, in San Pablo Bay. In 1851 the prison was established at San Quentin.

For many years the prisoners were leased. The inevitable effects of such a system followed and the State took over the management of the prison in 1855.

### I

#### GROUND AND PLANT

In common with many old prison plants, San Quentin today is a curious combination of modern and antiquated buildings. No unified plan has been followed in type of building, construction material or location.

The new commissary building and the cell houses—one completed in 1912, the other two partly built in 1912 but untouched since—will when completed make one section that is modern. Of these partially completed cell houses, four walls of one and one wall of a second have been finished. It will be a very costly task to modernize the old buildings, and it will be all but impossible to secure an arrangement that will result in a unified and efficient prison plant.

There are 14 acres within the prison walls.

1. **Housing**—One cell house, built in 1912, is modern in



all respects. The four others, built early in the history of the prison, fall far below modern standards.

The new cell house has 800 cells in four tiers. Each cell is  $10\frac{1}{2}$  x  $4\frac{1}{2}$ , and  $7\frac{1}{2}$  feet high, and is equipped with lavatory, toilet and double deck bunks with mattresses and blankets. Sanitary conditions here are good. The windows are much smaller than in most cell houses of modern construction.

The four old cell blocks are like those of most prisons, except that they have no cell house over them. The doors of the cells are of solid iron, except for a few small holes or slots for ventilation. These cells vary in size. Those planned for one man now have two, except in the case of insane prisoners. There are 24 "tanks" or cells for from 3 to 5 men, and 4 cell-like rooms with 32 men in each. None of these cells or units has any plumbing. Double deck bunks, with mattresses and blankets and toilet buckets, constitute the standard equipment. A forced ventilation system was installed in these cell blocks about 1920; up to that time there was no ventilation worthy of the name.

**2. Farm**—While the State owns 400 acres of land, only a few acres are tillable. These are used for garden purposes, but are quite inadequate for a prison of this size.

## II

### ADMINISTRATION

**1. Control**—The prison is in control of a State Board of Prison Directors. This board appoints the warden and directs the prison policy.

**2. Warden**—Frank J. Smith was appointed warden on January 1, 1925. He had been state printer for several years.

**3. Deputy**—The captain of the yard (deputy warden

in most prisons), Elmer J. Hobbs, was appointed July 1, 1925. He has been an employee of the prison in various capacities for ten years.

**4. Guards**—There are 37 officers and 93 guards. The warden appoints the guards with the approval of the prison directors. They work on twelve-hour shifts.

**5. Other Employees**—Other employees include 2 doctors, dentist, oculist, 2 chaplains, 4 shop foremen, farm superintendent, commissary officer, steward, parole officer and several clerks.

#### **6. Salaries and Pensions:**

Warden.....	\$6,000, quarters and maintenance
Capt. of Yard.....	3,000
Guards.....	1,020 to 1,140, board and room or \$25 per month in lieu of board and room.
Doctor.....	3,600
Dentist.....	1,500
Chaplain.....	2,100
Chaplain (part time)	600
Shop foremen.....	2,100 to 2,400
Farm Supt.....	1,500
Commissary Officer...	2,700
Steward.....	1,620
Parole Officer.....	3,600

There is no pension provision.

### III

#### PRISONERS

**1. Population**—On August 3, 1925, there were 3,284 prisoners, including the men out on road work—the largest number of inmates in any state prison covered in this book.

The report for the fiscal year ending June 30, 1924, shows 1,558 prisoners received during that period. An analysis of this group is contained in the following tables:

**Ages when received:**

Under 20 years...	151	30 to 39 years...	331
20 to 24 " ...	525	40 to 49 " ...	146
25 to 29 " ...	316	50 and over....	89

**Nativity:**

Native-born...	1143	Foreign-born...	415
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The 415 foreign-born were contributed by the following countries:

Mexico.....	177	Germany.....	13
Canada.....	34	Ireland.....	12
Italy.....	22	Greece.....	12
England.....	18	Russia.....	10
32 other foreign countries.....			117

**Race:**

White...	1416	Negro...	116	Other races...	26
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**Education**

Literate...	1393	Illiterate...	165
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**Sentences:**

Indeterminate...	1205		
Determinate....	160	Under 5 years.....	70
		Between 5 and 10 years...	54
		" 11 and 20 " ...	6
		" 21 and 30 " ...	3
		40 years.....	1

(Of the remainder, 189 were transferred to Folsom before sentence was determined, 2 were federal prisoners, 1 died and 1 was pardoned without sentence.)

The method of execution in California is hanging.

2. **Classification**—There is no classification of prisoners.

3. **Insane**—While many of the insane prisoners are trans-

ferred to the asylum, some are held in what is known as "crazy alley," a fenced-off section of the old cell blocks.

**4. Women**—The women's prison is a unit inside the walls of the men's prison. There are 60 women prisoners occupying quarters built for 27. The section is well kept but inadequate in every way. A new prison for women is to be constructed outside the main wall.

## IV

### DISCIPLINE

**1. Rules and Regulations**—A book containing the rules is supplied to each prisoner. In addition to the usual rules, this book contains laws and sections of the penal code relative to conditions of parole, etc.

Smoking is permitted except in those shops where the fire hazard is great. In the jute mill there is a 15-minute smoking period twice daily. Prisoners may write one letter a day at their own expense and receive visitors once a week on Saturdays or Sundays, usually for 45 minutes. The rule regarding the number of visits is not strictly enforced. All newspapers, except California papers, are permitted.

Gun guards are still used inside the prison, in addition to those on the wall; two are stationed in the jute mill, and one in the mess hall.

**2. Punishments**—The usual punishments are loss of privileges (including recreation, smoking, writing, and visiting), transfer to the jute mill, loss of "good time" (by action of the prison directors), and solitary confinement in the "dungeon," which contains 12 dark cells with solid doors. Buckets are used for toilet purposes. The period of confinement is usually 14 days but may be as long as 30 or 60 days. The diet is bread and water for 7 days, then one day on a full ration, three days more on bread and water,

and the remaining time on a full ration. Men under punishment have boards to sleep on and are supplied with blankets.

## V

### HEALTH

**1. Hospital**—The hospital building contains offices, operating room, X-ray room, laboratory, medical and surgical wards, two infirmaries, dental rooms and a diet kitchen. On the roof a very satisfactory tuberculosis ward has been built.

The hospital has diversified facilities to a degree found in no other prison hospital. It is completely equipped and very well kept.

Every prisoner is examined on arrival and is given whatever medical or surgical treatment he needs. The surgical department is adequately equipped for what is the most extensive surgical program carried on in any American prison. The provision for tubercular patients, in an open-air ward on the roof of the hospital building, is especially good.

**2. Medical Staff**—There are two full-time doctors, and two dentists, one for the regular prison work and one engaged in dental research work in pyorrhea and allied disorders. An oculist and an optometrist make regular visits to the prison.

**3. Psychological Work**—There is none.

**4. Commissary**—The buildings housing the kitchen mess hall and bakery were erected in 1912. The prison mess hall, the largest in the country, seats 2,300 men. The tables are unfinished hard wood and so arranged that all the prisoners face one way. Tableware is of aluminum and tin. The kitchen and bakery are well arranged and completely



equipped. The ceilings are high, and skylights add to the supply of light. The construction of the entire commissary department makes possible a satisfactory standard of sanitation.

The diet, which is passed on by the head doctor, is varied, although the farm and dairy products raised by the prison make relatively small contribution to the large quantities of food consumed. Prisoners may not buy food.

**5. Baths**—There are 35 showers in the bath house, which is in extremely bad condition. It is old, dark and poorly ventilated. One bath weekly is required, and two a week are permitted office men, kitchen men, etc.

**6. Recreation**—There is a large yard containing a baseball diamond, and two or three smaller yards to which the men have access between completion of their work at 2.30 or 3.00 and supper at 4.00 P.M. All of these yards are walled off from other parts of the prison. The prisoners playing on the four prison league teams practice daily in the large yard and most of the prisoners have some time in the other yards before the four o'clock meal, but they have no organized recreation. Men working in the jute mill may sit or walk in the yard around the mill after their tasks are completed.

The general recreation hours are on Saturdays from 2.00 to 4.00 P.M., and on Sundays and holidays from 7.00 A.M. till 3.00 P.M. The prison "all-star" baseball team plays outside teams, and the four league teams play each other. There is also some handball. The climate permits outdoor recreation most of the year. The recreation is organized by inmates.

**7. Entertainments**—No motion pictures are shown, the auditorium being small and unsuitable for large assemblies. The prison band gives concerts in the yard, and an occasional entertainment is presented by outsiders. The inmates stage several shows a year.

## VI

## INDUSTRIES

1. **Workshops**—Most of the industries, except the foundry and jute mill, are housed in an old four-story building. The walls are of brick, but the floors and outside stairs are of wood. This building contains the shoe, tailoring, furniture and tin industries, as well as the carpenter, machine and print shops for prison maintenance. Here too, at one end of the top floor, is the death house.

The shops are not well lighted, but the high ceilings provide fairly good ventilation. Working conditions in such old shops can hardly approximate modern factory standards. The wooden floors and outside flights of wooden stairs constitute a serious fire hazard.

The jute mill is a very large, one-story structure, built about forty years ago, and the working conditions are essentially the same as when the shop was built; the machinery, reported by the authorities twenty-five years ago as out-of-date, is still in use. New machinery has been installed in the shoe shop. The machine, carpenter and furniture shops are also well equipped.

2. **Character**—There is no contract labor. Furniture, clothing, shoes, beds, mattresses, tinware, and flags are manufactured for State institutions and departments, under the state-use law. Jute bags (about four million annually) are manufactured for sale under the state-account plan. The remaining shops are for maintenance. The print shop does only the prison printing, including the prison paper. Vegetable and flower gardens are operated, and cattle, hogs and poultry are also raised. Extensive road work is carried on in camps some distance from the prison, under the State Highway Department.

3. **Employment**—On August 3, 1925, the industrial dis-

tribution of the total prison population of 3,284 was as follows:

Jute mill.....	919	Machine shop and foundry	33
Furniture shop.....	270	Quarry.....	85
Tailor shop.....	109	Vegetable garden.....	70
Shoe shop.....	106	Print shop.....	28
Tin shop.....	9	Stock and poultry ranches.	19

In addition to the above, 140 men were employed at road camp A, 200 miles from the prison, and 247 at camp E, 140 miles from the prison. A few gangs were employed on roads near the prison in preparation for assignment to road camps. There were 1,054 prisoners, including 60 women, employed in maintenance or non-productive labor, and 195 were insane, idle, sick or under punishment.

All prisoners, on arrival, are assigned to the jute mill, where they work from 30 days to 6 months, and sometimes throughout their terms.

**4. Vocational Training**—While some vocational training may be derived through the educational program and some of the maintenance shops, the regular industries give little.

**5. Compensation**—There is no compensation, except for the men in the road camps. They receive \$2.10 a day, from which is deducted the cost of their maintenance. This includes food, clothing, transportation, salaries of guards, and the rewards and other costs incident to apprehending men who escape from the camps. The maximum net compensation allowed is 75 cents a day. The compensation is paid by the State Highway Department, which also supplies equipment and foremen. Men in road camps also receive extra "good time."

## VII

### EDUCATION

**1. Library**—There is a library of over 11,000 volumes. Four thousand magazines are obtained monthly from the

excess supply of a San Francisco news dealer. Books are rebound at the prison. The library is made up largely of gifts and of discarded volumes from outside libraries. About 3,000 volumes circulate each month.

**2. School**—The main school room is the chapel. Some classes are held in dark and entirely unsuitable rooms back of the old auditorium. There was no educational director for some time, but one has now been appointed. The promotion and supervision of the educational work has been largely in the hands of inmates.

In spite of these handicaps, the educational program at San Quentin is probably the most varied to be found in any American prison. This is largely due to the development of extension work at the prison by the University of California. The courses offered are of the type which appeal to adults. Education by correspondence is also carried on inside the prison through what is called the "letter box system." To aid prisoners taking these courses, or the university extension courses, there are supplemental classes. There are also a number of special classes in such subjects as navigation, gas and electrical engineering, show-card writing, modern languages, English grammar, etc. Assistance is rendered by outsiders in some of these classes. For those in need of a primary education, a night school is conducted.

Funds for educational work come from the Religious and Educational Fund, derived from gifts and contraband money seized in the prison. The hours of classroom work are daily from 1.30 to 3.00 P.M. and from 5.00 to 6.30 P.M. In all, 750 men are pursuing some study, 300 of them taking university extension courses.

## VIII

### RELIGION

**1. Chapel**—The chapel and library occupy part of one floor of the hospital building. The chapel is well lighted,

but seats only about a quarter of the population. The unusually large number of services held, however, makes the small seating capacity of the chapel a less serious handicap here than it would be in most prisons.

**2. Chaplain**—In August, 1925, there was no chaplain, but one had been appointed and was to report for duty on September first.

**3. Services**—The Sunday schedule includes regular Catholic and Protestant services. Other services are conducted by representatives of various religious groups. Saturday services are held for those of Jewish faith.

**4. Other Agencies**—The Salvation Army and Volunteers of America hold occasional services.

## IX

### TRAINING IN CITIZENSHIP

There is no training for the responsibilities of citizenship through inmate organization.

## X

### PAROLE

The Board of Prison Directors acts as a parole board, and there are also parole agents. On June 30, 1924, the total paroles granted since 1893 numbered 8,026, of which over 80 per cent were completed successfully. During the biennial period ending June 30, 1924, 1,559 men were paroled. During that period there were 214 parole violations, nearly half of which were technical.



## XI

## Cost

Gross cost for the year ending June 30, 1925 (estimated).....	\$659,000
Earnings from industries...	42,000
Net cost (estimated).....	<u>\$617,000</u>

## COMMENT

1. Along three important lines San Quentin has advanced farther than any other American prison; in its educational work, its road work, and its medical and surgical program. In view of this, it is the more surprising that so little progress has been made in the development of an adequate and modern physical plant and an effective industrial program. The reports of the prison officials show, however, that they recognize these shortcomings.

2. The educational program appears to be reaching a very large number of prisoners, and with something more than the usual courses for illiterates and the uninspiring common school work which so often make up a prison's educational work. A significant part of this program is the development of extension work for the prisoners by the State University, coupled with a system of aiding and supervising the men taking these and other courses. Officials of the State University have given sympathetic and intelligent cooperation for several years in this development. The work suffers, however, from handicaps which should not be allowed to continue. The classrooms are entirely inadequate and the equipment meagre. The funds available are much too small. Technical classes especially suffer from lack of equipment, much of which could be

secured by donations, if appropriations are not made by the State.

This important department, which has already progressed so well, should have the benefit of trained direction, suitable rooms for classes as well as for the practical side of technical subjects, and adequate financial support for text books and equipment.

There was no educational director for some time and for several years the work was carried on by inmates, to whom credit is due for the results achieved. The newly appointed chaplain will have definite relation to the educational work. It is hoped, however, his supervision will supplement, rather than supersede, the work of the inmates.

3. The road work is a demonstration of value to all states with roads to build and insufficient work for their prisoners. It appears to be operated with profit to the State and marked benefit to the prisoners. They work and live under much the same conditions as free men, and are not only self-supporting, but can earn a small wage for their own or their families' use; all of this is conducive to self respect. The California road camps are the only places in American prisons where compensation is on a proper basis. Paying a wage and then charging inmates for board, clothes, and all overhead of the camp gives the men not only a net wage per day, as yet too small, but also valuable training in governing personal expenditures. It is to be hoped that eventually all labor in American prisons will be paid for essentially on the same basis that has been worked out here.

4. Under Dr. L. L. Stanley the medical and surgical program during the past twelve years has been developed to a greater extent here than in any other American prison. In addition to the usual physical examination upon entering and the usual surgical operations, a great deal of corrective surgical work is done. If physical ailments or

defects have contributed even slightly to a man's delinquency, the trouble is remedied if surgery can do it. Such excellent work can be found in no other American prison.

Research work on pyorrhea and allied disorders is being done at the prison by a group of medical and dental experts, supported by the Carnegie Foundation. Other research work is carried on from time to time by State authorities. Members of the State University staff and medical men and scientists in various parts of the state cooperate freely with the prison medical staff.

5. In the prison plant itself there is surprisingly little that is of credit to such a state as California. One large cell block is modern, but the four old cell blocks, with cells designed for one man and now occupied by two, and crowded cells or rooms housing 32 men, should long since have been replaced by modern structures. The shell of a modern cell house has stood unfinished for twelve years, while the population of the prison has almost doubled. Funds have now been appropriated to complete this block, but its 380 cells when completed will only partially relieve the serious overcrowding.

The mess hall, kitchen, and bakery are very good, as is the hospital. There is, however, no adequate auditorium, a room usually considered indispensable, especially in overcrowded prisons. The school rooms are likewise unsuitable, and the old shops constitute a dangerous fire hazard. In fact, the plant is in most respects poorly adapted to the needs of one of the largest prisons of the country. Any effort to make the prison serve effectively the State of California and society in general must be seriously handicapped by such a plant.

6. The 1923-24 State Report contains the following comment on industries: "The essays at industrialization at San Quentin have been farcical, the complete failure of any such efforts at Folsom—tragic." It is not too much to

say that at San Quentin also the industrial situation is tragic. The industry employing the largest number of men, the jute mill, is purely and simply treadmill labor. It develops in the prisoners hatred for work and cannot be justified on the grounds of large profit to the State. It is a wasteful use of the labor of almost a thousand men on machinery that is forty years old. Probably the only justification that can be made of this industry is that it is better than idleness; some of the men, however, can finish their tasks by noon and practically all by 2.30 P.M., so that semi-idleness prevails even in this industry.

The remaining industries, on the state-use plan, do not have enough work to keep the men busy, and are at present profitable neither to the State nor the prisoners.

Scarcely a beginning has been made in developing a real industrial program in California. That such a program can be developed has been demonstrated in several states no more progressive in prison matters than California. This state should not pay heavy taxes for a prison that might be made very nearly self-supporting, especially since the demoralizing effect of semi-idleness tends to defeat the real purpose of the prison.

7. A prison of this size needs a much larger farm than the present one. Good farm land may not be available near the prison, but in other states farms are successfully operated at some distance from the prison; the same might be done here.

8. The present overcrowded women's section is to be replaced by a modern section adjoining the prison proper. Funds have already been appropriated for this purpose. It is unfortunate that the women's prison is not to be entirely divorced from the men's prison and made a separate unit of some state institution for women.

9. While the discipline at San Quentin does not appear to be especially severe or unduly rigid, in the main the

punishment cells are of a type abandoned in many states, and the period of confinement there is longer than in most states.

10. The value of general mental tests and psychiatric work with reference to work assignment, education, discipline, and parole or discharge is generally recognized. Provision should be made for such work here.

11. The hours of outdoor recreation are less than in many other prisons. The opportunity to loaf in the yard for a short time after work has little value for mental and physical health compared with a daily period devoted to varied and well organized athletics in which a large number of the inmates participate. In an overcrowded prison without sufficient work, and in a climate as favorable as California's, there is all the more reason for liberal and well organized outdoor recreation periods.

12. When the urgent need of modernizing the plant and developing an adequate industrial organization has been met, and both plant and industries brought up to the high standard of the educational and medical program and road work, there will remain the basic task of securing such inmate cooperation in handling the affairs of the prison community as will tend to make the prison a socially constructive institution.



## CAÑON CITY, COLORADO

The Colorado State Prison at Cañon City was the only state prison in the country that refused the representatives of the Society admission to the prison and data in regard to it, for the second issue of the Handbook. The following statement makes the reason obvious.

In January, 1924, Governor Sweet requested the National Society of Penal Information to make a study of the Colorado penal institutions. The Governor stated that there were many people in Colorado who endorsed the administration of Cañon City and many who criticized it; that he wanted an unbiased study made by some one who knew prisons, and a report of the findings. The Governor in no way indicated any personal attitude toward the situation.

In February, 1924, a committee appointed by the Society went to Cañon City and in accordance with the Governor's instructions reported to the warden. Though the prison is not a large one the committee spent four days in getting data for its report.

While the representatives of the National Society of Penal Information had made studies of all of the penal institutions of the Eastern part of the country they had no knowledge whatever of the Colorado institutions.

The prison plant was found to be fairly typical, neither particularly better nor worse than the general run of prisons built in the same period. Industrially the prison was very weak. The road building program used from 20 to 30 per cent of the prison population. The only other industries

were the rock quarry and the farm and ranches, the latter employing but few men. Maintenance details were overloaded. The need for a variety of industries that would give vocational training and increase the prison earnings was apparent.

The medical service was also weak: a part-time doctor, coming irregularly; a hospital building, cheerless in atmosphere and inadequate in equipment, was used to house "insane" prisoners as well as the sick.

A careful study of the trusty system was made because it was considered the most important part of the prison administration. The report as submitted follows:

**Description**—The proportion of trusties at Cañon City is a large one. About 300 men are now trusties and the number will be increased during the summer months. These men are employed in road camps, at the farms, gardens, stock barns and ranches, on the grounds near the prison, as chauffeurs, as servants at the warden's and deputy's residences, and in various capacities inside the prison.

The road work and the trusty system are two distinct matters, althought they are often thought of as two phases of the same thing. Trusted prisoners are employed in all prisons upon routine jobs of the institution; there are not enough State employees to do the work. Many states have road camps, but no semblance of a trusty system. New York, for instance, uses large numbers of prisoners on its roads without any trusty plan.

Comments on the "Trusty System" as such, of Colorado, carry no implications on the road work which has been discussed and commented on favorably in the section dealing with industries.

At Cañon City the trusties constitute a separate and

distinct class of prisoners, occupying a special cell block in which they have extra privileges; they do not mingle with the other prisoners in the mess hall or during recreation hours. Some of the trusties—for example, the office men, chauffeurs, etc.—are even more isolated. They occupy small dormitories and eat at the hospital, receiving better fare than the others. The reason given for this isolation is the fear that other prisoners will get them into trouble by attempting to take advantage of their close relations to the officials.

The keynote of the trusty system is the additional "good time" or proportional reduction of sentence, which the trusty receives by law. The amount of additional "good time" granted a trusty is ten days each month that he is a trusty.

**Method of Selecting Trustees**—Trusties are selected by the warden. Men may apply for trustyship at any time after entering the prison. They then appear before the warden, who has before him a card giving the previous record of the prisoner and a record of any reports or punishments he has received as a prisoner. There is no systematic attempt to find out whether the applicant has been a good worker or has been well behaved, beyond a casual comment from the deputy or other officers who may be present while trustees are being selected. In many cases no officer present, not even the deputy, seems to know anything about the applicant except what appears on his card. After a series of questions the warden either rejects the applicant, or makes him a trusty by administering an oath in which the major emphasis is laid on the receipt of "good time" in return for good conduct.

This method of selection is thoroughly bad. When one considers the large reduction in sentence which a trusty receives, it is obvious that selection should not rest on

the arbitrary judgment of one man, however wise he may be. He should have before him information on the man's work and conduct beyond the bare record of his offenses. In practically all prisons it is the deputy's duty to supply this. A statement that "he does not know" would be considered evidence of neglect of duty. Through reports of officers in whose charge the prisoners work and are quartered, such data are easily obtained.

It would appear reasonable and just that all prisoners, whether they have clear records or not, should come automatically before the warden after they have been in the prison a certain fixed period of time, and not before. On the list of men to appear on a certain date, reports should be made by the deputy, the doctor, the chaplain, the heads of the departments where the men work and the officers in charge of the cell houses where they are quartered. With this and the formal record of the prisoner's past offenses, the warden should supplement his own estimate of the man as he appears before him. Prisoners who are not accepted for trusties should be told why; those who are made trusties should feel that trust is being placed in them on sufficient grounds.

At present some few men are made trusties almost upon their arrival; others with clean prison records are held up for years.

**Estimate of Trusty System**—As the trusty system exists at present at Cañon City, there is little real trust involved. Instead of causing a desire to "make good" for the sake of making good, or in order not to break faith with the warden, the system is based on a bargain for "good time" and is held together by fear of punishment, and the loss of trustyship. As a socializing force, fitting men to meet the responsibilities of

life outside, it has little real value. The making of a repressive system under the name of honor and trust is bad social training; the prisoners themselves can have little faith in its fairness—it helps to undermine their respect for the prison authorities.

The sections of the report on Discipline and Methods of Punishment are of such significance that they are quoted in full:

**Discipline**—The system of discipline at Cañon City is in general of the harsh, repressive type. It includes forms of punishment that have been abandoned by most prisons in the country and that are now considered relics of barbarism. The general effect of the disciplinary system is to produce an apparent conformity to authority. Underneath this insincere conformity is a bitterness and a sense of injustice that is destructive of real discipline. The system is one that will crush the ordinary man's spirit. A conscious attempt, indeed, appears to be made to crush the spirit of the strong-willed man who does not easily fit into the rigid mold of the disciplinary system.

Rules such as those requiring prisoners to walk with folded arms through the prison and to halt when visitors pass are irritating and useless. These were abolished years ago in most prisons. The presence of a large number of guards in the chapel and mess hall, especially of an armed guard (often a negro) in a cage overlooking the mess hall, is a constant reminder that the prisoners are considered dangerous men who must be kept in subjection by force. This inevitably tends to make them so.

In some prisons where discipline is needlessly repressive, the prisoners accept it because they believe the re-



pression to be administered with an even hand. When, as appears to be true at Cañon City, repression is coupled with inconsistency and fickleness, the worst results are obtained.

The basis of discipline at Cañon City is intimidation through fear of punishment. This does not make good citizens; it does not even make good prisoners.

Most prison officials today realize that the use of brutal forms of punishment has a dangerous effect on the morale of the inmates as a whole. The blows of the lash or strap fall not only on the individual, but on the whole prison body. Such punishments brutalize and degrade the men who order and inflict them, the man punished, and the whole population finds few defenders in the civilized world today.

**Description of Punishments**—Men are confined to their own cells or the punishment cells on Tier 2, Cell Block 2, for periods ranging from a few days to several months. The latter cells are of the ordinary type and are ill lighted and poorly ventilated. Men so confined may have no exercise for long periods. They are deprived of all mail privileges and are permitted no reading whatever except the Bible.

There are three dark cells, the doors being covered with sheet iron, in which a few holes have been punched. Men are confined to these cells for periods as long as ten days. Their diet is bread and water. They sleep on boards lying on the cell floor. The toilet facilities consist of a metal bucket.

Men who escape and are captured are usually confined in Tier 2, Cell Block 2, for ninety days. During this period they wear the ball and chain shackled to the leg. These balls and chains range in weight from about 40 to over 100 pounds. During the months when the weather permits, the prisoners place the balls in wheel-

barrows and wheel them in the prison yard for eight hours a day. At other times they wear them continuously in the cell. These men also wear the striped clothes which were once the usual convict garb. Half the head is clipped and the hair allowed to grow long on the other half.

This punishment, meted out to escaped men, is unusually degrading. The same treatment is given to all who escape and are captured, regardless of the motives that prompted the escape, or the nature and past record of the man. Coupled with this punishment is the denial of all hope and incentive to the men. They lose all "good time" which they may have earned and are required to serve their maximum sentences. They can never again hope for trust or consideration, whatever their future records in the prison may be. There is no incentive to good conduct left. When one considers the varied motives which cause prisoners to escape and the varied types of men who escape, this blanket treatment of the problem is pernicious.

For other offenses than escape prisoners have been punished in the same manner. In one case the period of solitary confinement with ball and chain was over eight months.

**Flogging**—For a wide range of offenses from serious to trivial, prisoners have been punished by being flogged. An apparatus known as the "horse" is used for this purpose. The prisoner is shackled hand and foot leaning over the "horse" and is flogged on the bare flesh of the buttocks and small of the back. The number of strokes administered has been as high as 75. Other men have received 20 or more. Men have been flogged until their flesh was bruised and broken. Men have become unconscious under this punishment. The bitterness of the prisoner punished and of the whole inmate

body is increased by the fact that the flogging is done by a negro guard.

Colorado is the only prison reported in this Handbook which still uses this method of punishment as a part of its regular system of discipline.

In conclusion, discipline which consists of surface conformity to an arbitrary set of rules and which rests on a basis of brutal, degrading and excessive punishment, is not real discipline. There is nothing educational or regenerative about it. It does not fit prisoners to become safe and useful members of society. Excessive rigor in the handling of ordinary problems of prison discipline and brutality in the handling of the more complex problems are the refuge of weakness and ignorance.

One of the most obvious and logical forms of punishment is little used at Cañon City. By taking away from a man who commits offenses 30, 60 or 90 days or more of "good time" a warden can punish him in a just and effective way. It leaves no scar. It is sound in principle, for the man who commits offenses should be kept in prison so much longer. By holding out the prospect of earning back lost "good time" the warden gives the prisoner an incentive to good conduct. This has been found by wardens a most effective form of punishment.

A survey of the inmates at Cañon City does not indicate that they are a group of prisoners constituting a special problem and demanding a special system of discipline. The last biennial report for 1921-22 states that of the 788 prisoners received during that period, 730, or over 92 per cent., are serving their first prison term. This large percentage is explained in part by the concealment

of previous sentences in other states. Allowing for these, the proportion of first termers is still unusually large. Of the 712 given indeterminate sentences, the average minimum sentence is three years, eight months and two days; the average maximum sentence is five years, six months and twenty-eight days. The problem is certainly not to be compared with that of prisons drawing mainly from large cities and dealing with a type of prisoner which is in the minority at Cañon City.

The system of prison discipline in this country has been until recent years based almost entirely on autocracy of the Prussian type. It lost sight of the fundamental principle that "force is a remedy which self-determination alone can make remedial."

A system of discipline that does not give the prisoner a chance to share in the conduct of the inmate community life is failing to use the most certain method of training men for citizenship. This principle is as directly applicable to the industrial, recreational and educational problems of the prison as to discipline. It is but the application of a universally accepted principle to prison life.

Further comment on such a system of discipline would be superfluous. From a memorandum submitted to the Governor but not included in the report the following is quoted:

The key to any penal institution is the man at its head. His personality dominates the institution; his views color it. The spirit of the institution is usually but a reflection of his spirit. In making our study at Cañon City we came in contact with a warden of whose personality the prison is, to a larger degree than usual, an expression. It is necessary, therefore, to describe the warden and some of his acts and attitudes which bear

not only on the study made, but on the prison itself. To evade an analysis of the man, is to evade a true analysis of the prison.

The warden, while apparently cooperating with the Committee, in reality failed to place before it many of the most significant facts. It was only by specific request that these facts were secured and admittance was gained to parts of the prison which he obviously did not wish seen. A great deal of the Committee's time was wasted in viewing relatively unimportant things and listening to immaterial statements.

For example, it was apparent that every attempt was made to prevent showing the prisoners under punishment and the cells in which they were quartered.

The members of the Committee were continually under the surveillance of officers, so that free communication with prisoners was impossible. The warden himself on one occasion constantly interrupted a talk with two prisoners with the obvious purpose of preventing the prisoners from speaking freely.

The Committee noted in talking with the warden, statements that contradicted other statements or were found to be contrary to the facts as they continued their study. From their notes the following are quoted as illustrating the long series of contradictory and inaccurate statements that were made. The warden stated—

That the amount spent for library books annually is a sum of several times the amount actually spent.

That the doctor is in daily attendance at the prison. In reality, his outside duties do not permit it, and considerable periods elapse at times between visits.

That all prisoners in the insane department have been adjudged insane by alienists. This is not true.



That most of the produce from the prison farms is used at the prison, and only the surplus sold. Almost the reverse is true.

That no prisoners have been employed on the sheep ranch owned by the warden. That several prisoners have been so employed, and the names of some so employed were given.

Many of the most significant false statements were made with regard to discipline and punishment. Among these statements were the following:

That prisoners under punishment are not quartered in a special part of the prison, but in their own cells. In reality, Tier No. 2, on the north side of Cell Block No. 2, is the punishment tier.

That there were no prisoners under punishment. In reality, there were at least seven men under punishment.

That no prisoners were wearing the ball and chain. The Committee found several men so chained.

That prisoners punished with the ball and chain are so punished for thirty days at the most. In reality, the usual period in cases of punishment for escape is ninety days. The two prisoners wearing the ball and chain had done so for seventy-six days and fifty-four days. One prisoner was so punished for over eight months in 1922-23.

That the whipping consists of "spanks" administered lightly on the buttocks, the salutary effect being produced by making the prisoner "spanked" a laughing stock. In reality, it consists of a flogging administered with sufficient force to bruise and break the flesh, not only on the buttocks but the small of the back, and even to produce unconsciousness. That a prisoner "spanked" received not more than three blows. In reality, one man received 75 blows on one occasion,

and 54 on another. Other men have received 20 or over. That a prisoner being "spanked" simply leans over the "horse" (the wooden frame used for this purpose). In reality, the prisoner is shackled hand and foot on the "horse" during the process. That the whipping or "spanking" is done by different people: the deputy, the engineer or one of the tower guards. In reality, it is always done by the same guard, who is a negro.

That only five men have been whipped in the last three years. As a matter of fact, five men were whipped on one day, and others to a considerable number have been whipped during the last three years preceding the Society's study.

The warden repeatedly stated that he had the best system in the world but showed continually that he knew amazingly little of the other prisons and comparatively little even of his own. When the Committee asked for a copy of the detail list they were told that such a list did not exist, but such a list was found in the office of the deputy and the Committee were informed that a copy was also in the warden's office.

It is a generally recognized fact that long years of imprisonment produce in most inmates a characteristic state of mind. While not so generally recognized, except among those familiar with prisons, it is just as true that long years of arbitrary authority produce in many wardens a state of mind just as characteristic. This appears to have come about in the sixteen years of the present warden's incumbency.

Warden Tyman has long enjoyed the confidence of a large number of the people of Colorado; and his prison system (or at least the road work, which has been the

only part the general public has heard or known much about) has won high praise.

Whether that confidence or that praise was ever fully justified is a matter entirely outside the province of this report. The question before us is not whether he was once a good warden, but whether today he is fitted to control, for the State, the destinies of 900 prisoners. Whatever he may have been, whatever he has accomplished in the past, we do not believe today that he is so fitted; nor do we believe that the prison, as conducted by him now, deserves or would receive the approval of the citizens of Colorado.

The following estimate of the prison morale concluded the report:

The general morale is low.

In a prison characterized by favoritism and arbitrariness in its most aggravating form, there is no incentive and little encouragement for the officers.

The low morale of the prisoners is likewise an inevitable result of the system. Bitterness comes from favoritism, injustice, denial of opportunity, unintelligent mass treatment, control through fear, repression, unnecessary rigor and brutal treatment.

Another inevitable result of the system is the insincerity which pervades the prison. What one sees on the surface is no accurate indication of what lies beneath. The widespread "stool pigeon" system puts a premium on deceit. Nothing undermines prison morale more effectively.

The lack of certainty that good work and good conduct will be recognized and rewarded removes most of the incentives to really good discipline and reform. Chance, arbitrary individual judgment, and over-emphasis on

subservience play too large a part in the granting of rewards, particularly the most desirable reward of all: trustyship and the earlier release that goes with it.

With the morale of the prison as it is at present it is not to be hoped that educational or religious work, or any other of the recognized constructive agencies can be effective. Until the spirit of the prison is changed from top to bottom, there can be no real hope that the prison will consummate the purpose for which it exists: the protection of society.

The report, after it was drawn up, was read to members of the Board of Corrections. After considerable discussion the two members present agreed as to the substantial accuracy of the report, and stated that the only thing to do was to ask for the resignation of the warden. The Governor suggested that a second meeting be called at which time the third member of the Board could be present. The Committee representing this Society was asked to stay over for this meeting to present the report.

At this second meeting all of the members were present. The third member who had not been present at the first meeting refused to admit any part of the report as true and was apparently successful in getting his colleagues to reverse their attitude and the decision of the first meeting. The Governor however left the matter in the hands of the Board to see what action would be taken. When it became certain that the Board was going to take no action the Governor brought charges against the warden before the Civil Service Commission. The Society representatives were asked to go to Colorado to testify at the hearing of the Civil Service Commission.

Many affidavits had been secured and officers or former officers testified on the stand to conditions which showed that the original report of the Society had been a conserva-

tive statement of facts. The attitude of the Civil Service Commission was obvious from the outset. Instead of trying to get the facts they set themselves up in the form of a court, placing legal restrictions on evidence, and making it in form more like a trial than such a hearing as is customary for a Civil Service Commission. They threw out whole sections of evidence that were not acceptable to them. For instance, an expert accountant stated that the system of accounts at the prison was such that in any business organization it would create suspicion of unlimited graft and that the records were not worth the paper they were written on. Later in analyzing and comparing the reports of the warden to the Governor with that of the warden's financial statement, great discrepancies were pointed out. The testimony of the expert on the point was thrown out on the basis of being hypothetical and with it his entire testimony.

The warden first denied the use of brutal forms of punishment but when overwhelming evidence proved their use, he changed his tactics, admitted the use but claimed it as legal.

The Civil Service Commission finally brought in a decision of two to one in favor of the warden. Petitions have been circulated to put to a vote at the next election the repeal of that section of the constitution creating the Civil Service Commission.

During the summer of 1925 representatives of the National Society of Penal Information, in preparation for a second issue of the Handbook, visited all the prisons of the country except those of thirteen of the Southern states. If after investigating over fifty prisons they were again to testify, they would state that in all the prisons visited they found no such methods of discipline as those in use in the Colorado prison at the time of their inspection, February, 1924. Colorado has been the only state to admit and defend the use of these brutal punishments that were given up so long ago



in other states because they were equally stupid and ineffective.

The administration of the Colorado prison, found by this Society's representatives, by the representative of a firm of expert accountants, and by the testimony of a number of officers and guards, to have been inefficient in its administration and both stupid and brutal in its handling of inmates, continued in office by the grace of a majority of the Civil Service Commission. This majority was willing to gain for the warden a palpably thin coat of whitewash at a cost of discrediting the entire Civil Service principle. Such a Civil Service Commission saved the prison administration temporarily but in most states the administration of an institution cannot long survive such an exposure both of inefficiency and brutality.

## WETHERSFIELD, CONNECTICUT

Visited September 19, 1925.

The Connecticut State Prison is situated at Wethersfield, a town adjoining Hartford on the south. It is located on low ground close to the Connecticut River.

### I

#### GROUND AND PLANT

The prison dates from 1827, and the buildings form a mixed group, possessing neither convenience nor architectural dignity.<sup>1</sup> There are, however, broad lawns and fine trees between the front of the prison and the high road, which screen the buildings and give a pleasant impression to the passers-by. The warden's house, a remodelled farmhouse adjoining the prison grounds on the north, adds to the agreeable effect.

**1. Housing**—There are three cell blocks of the "Auburn" type, the oldest of which was built in 1888, but they have running water, washbowls and seats; although in the older cell blocks these are iron fixtures of a very primitive pat-

<sup>1</sup>Plans have been prepared and approved contemplating complete remodelling, with additions and alterations, to the chapel and administration buildings, at an aggregate approximate cost of \$200,000. A \$55,000 building has recently been completed which provides new quarters to house the prison stores, cold storage plant and cooled vegetable storage.

tern. The cells measure approximately 5 x 8 feet, and are about 7 feet high; the later cells are somewhat longer. They have been painted recently in light colors and appear fresh and clean.

**2. Farm**—The farm, comprised of about 22 acres, is located outside the prison walls. A considerable quantity of vegetables is raised and some pigs are kept, but the farm is not as large as many prisons of the same size find desirable and economical.

## II

### ADMINISTRATION

**1. Control**—The Board of Directors is composed of seven members serving without pay:

Norris G. Osborn, New Haven, President

William C. Cheney, South Manchester, Vice-President

Isidore M. Wise, Hartford

Frederick M. Salmon, Westport, Secretary

Edwin P. Root, New Haven

Morgan B. Brainard, Hartford

Edward J. Taylor, Westport

A marked feature of Wethersfield Prison is the active interest of the directors and their participation in the management of the prison. The monthly meetings are fully attended and give to the warden a firm and consistent policy, very similar to the support given by the board of directors of a business corporation to the general manager.

**2. Warden**—The head of the Prison Administration is Henry K. W. Scott. Mr. Scott has had long experience as head of a correctional institution, having been warden of the New Hampshire State Prison for eight years and head of the Minnesota State Reformatory at St. Cloud for six years. He has been warden of Wethersfield since 1920.

**3. Deputy**—The deputy at Wethersfield is George H. Starr, who was appointed in August, 1924. He had been at the institution a number of years as parole officer.

**4. Guards**—There are 61 guards at Wethersfield, appointed by the warden with the approval of the board. There is no Civil Service Law.

**5. Other Employees**—The civilians include three clerks, parole agent, physician, psychiatrist, consulting physician for insanity cases, dentist, two chaplains, engineer, steward, farmer and band master. There are eight instructors in the shirt factory, employed by the contractor.

### 6. Salaries and Pensions

Warden.....	\$6,000 quarters and maintenance
Deputy Warden.....	3,300 and quarters
Asst. Deputy.....	1,800 quarters and maintenance
Night Captain.....	1,680 quarters and maintenance
Doctor.....	3,600
Chaplains.....	900 and \$1,800
Matron.....	1,380 quarters and maintenance
Parole Officer.....	2,700
Farmer.....	1,320
Guards.....	1,020 to \$1,500

Board and lodging is furnished if desired. When an employee boards and lodges at his own expense an additional allowance is made of \$8 a month for single men and \$16 a month for men supporting families.

After thirty years' service, or at the age of seventy, after twenty years' service, employees may be retired and receive a pension equal to one-half of the salary received in the preceding five years.<sup>1</sup>

<sup>1</sup>The Connecticut pension law has been amended so that three quarters the average pay for the last five years of service is allowed State employees who have completed 40 years' service.

## III

## PRISONERS

**1. Population**—There were on September 19, 1925, 534 prisoners. The report for the biennium ended June 30, 1924, shows 511 prisoners at the end of the year and 126 received during the year. The following information is given in regard to them:

**Ages:**

Under 20 years...	1	35 to 39 years...	90
20 to 24 " ...	40	40 to 44 " ...	63
25 to 29 " ...	100	45 to 49 " ...	41
30 to 34 " ...	107	50 and over....	69

**Nativity:**

Native-born...	75	Foreign-born...	51
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The 51 foreign-born were contributed by the following countries:

Italy.....	24	Portugal.....	3
Great Britain...	7	Japan.....	2
Poland.....	6	Other countries..	9

**Race:**

White ..	453	Negro...	56	Other races...	2
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**Education:**

Illiterate.....	28	High school...	20
Common school...	75	College.....	3

**Sentences:**

Indeterminate...	119		
Determinate....	7	—2 years.....	1
		5 " .....	1
		Life.....	5

Death Sentence: Execution is by hanging.

**2. Classification**—The only classification is by grades according to conduct. On the date the prison was visited



there were 519 in the first grade, 13 in the second, and 2 in the third.

Men are placed in first grade on entering the prison and reduced to second or third in connection with the discipline.

**3. Insane**—In Connecticut the male insane are held in the prison until the expiration of their sentences and then transferred to the State Hospital for Insane. Insane prisoners are housed in the hospital building. Since the first issue of the Handbook was issued a small workshop for the weaving of rugs and the making of brooms has been set up for these men. There is also a separate exercise court. Thirty-four men were held in this department at the end of the last biennium.

As no facilities are provided for the care of female insane prisoners they are transferred to a state hospital for insane, prior to expiration of term or upon certification of insanity.

**4. Women**—There are 16 women prisoners confined in a section of the prison quite separate from the men. They have a small cell house and a combination workroom and dining room. Their quarters are clean and well kept.

## IV

### DISCIPLINE

**1. Rules and Regulations**—A small pamphlet containing rules and regulations is supplied to each prisoner. The rules are very minute and detailed and cover the conduct of prisoners in the different parts of the prison. While Rule 3 contains what amounts to a silent system, the officials state that this rule is no longer strictly enforced.

Prisoners receive visits in the guard room, where they are seated at opposite sides of a broad table under the observation of a guard. Visits are allowed on Sundays and holidays, although the week days are the regular days for visitors.

**2. Punishments**—Punishments consist in loss of privi-

leges, reduction in grade and confinement in either light or dark cells for periods of from one to ten days.

Men reduced in grade may be promoted from third to second grade by good conduct in thirty days or from second to first in ninety days. At the time the prison was visited fifteen men were in the second and third grades.

## V

### HEALTH

1. **Hospital**—The hospital has been remodelled and improved very materially. Bathing and toilet facilities are much improved. The operating room is not as completely equipped as most of the better prison hospitals.

2. **Medical Staff**—A full-time doctor is employed at the prison, a dentist on part time, and a consulting physician in mental cases.

3. **Psychological Work**—

1. *Mental Tests*—Mental tests have been given regularly since September, 1919, by a resident physician who is also a psychiatrist.

2. *Psychiatric Work*—There is none.

4. **Commissary**—The mess hall is well lighted and ventilated. Men are seated at tables all facing one way. The tableware is of heavy china. The kitchen and store-rooms are well equipped and clean and the store rooms well kept.

The gardens make a considerable contribution to the prison diet during the summer months.

5. **Baths**—The new bath house, erected since the prison was visited in connection with the first Handbook, in arrangement and construction is the best to be found in any prison covered in this book. It has an adequate number of showers and ample dressing space. It is so constructed that a high standard of cleanliness and proper

ventilation can be easily maintained. It connects with the cell house so that it may be used for bath purposes by night if so desired.

One bath is required each week, but men in the commissary and men doing dirty work may bathe more frequently.

**6. Recreation**—The recreation yard gives space enough for baseball and other forms of recreation.

The summer recreation periods are holidays, Saturday and Sunday afternoons and Sunday mornings after church. Sunday baseball games are not allowed. On week days there is no exercise or yard time, except a daily recreation period of half an hour for men working in the kitchen.

**7. Entertainments**—There are moving pictures Saturday afternoons in winter; concerts by the prison band on Sunday afternoons and radio concerts, and special entertainments on holidays, sometimes given by the inmates themselves.

## VI

### INDUSTRIES

**1. Workshops**—The workshops are located in a brick building containing six large rooms which are well lighted and in which the ventilation has been recently improved by the installation of a number of electric fans.

**2. Character**—The chief industries are on the contract basis; the contract at present is between the state prison, and the East Coast Mfg. Co.

**3. Employment**—On September 19th the men were employed as follows:

Shirt (contract) ..	335	Hospital .....	14
Farm and gardens	9	Condemned .....	1
New construction	15	Unassigned .....	3
Print .....	1	Maintenance .....	124
Insane .....	32		

4. **Vocational Training**—The industries at present have no vocational value. The report of the Board of Directors for the biennium ended June 30, 1924, indicates its recognition of this and the beginning of some plan to remedy this defect.

5. **Compensation**—In addition to the bonus paid by the company, which averages about \$3.25 a month, the state compensation begun in July, 1923 is now in force: 310 men received \$904.55 during the month previous to the day the prison was visited.

From July 21 to August 20, 1925, inclusive, the State paid prisoners from 8 cents to \$4.65 per month, the total pay for 14,795 days' work being \$1,719.29. This amount is said to be a little higher than the average: 265 men were paid 15 cents; 80 were paid 12 cents and 98 were paid 8 cents; 45 men received no pay.

## VII

### EDUCATION

1. **Library**—The library and school are supervised by the chaplain. The library contains about 8,000 volumes. The State appropriates \$500 annually for the purchase of new books, with the result that the library is above the usual standard of prison libraries.

2. **School**—Educational classes, under the supervision of the chaplain, meet three times a week during the winter months. In the classes for illiterates attendance is compulsory. The total enrollment in the school for the period ending June 30, 1924 was 147. The teaching is done by two civilian and thirteen inmate teachers.

3. **Other Courses**—Fourteen men are registered in Accounting, Engineering, English and Salesmanship Courses by correspondence.

## VIII

## RELIGION

1. **Chaplain**—There is a resident Protestant chaplain, also a Catholic chaplain and a Jewish rabbi.

2. **Services**—Catholic and Protestant services are held every Sunday.

3. **Outside Agencies**—A Sunday school has been conducted for many years by a group of interested people from Hartford. A Christian Science service is also held on Sundays.

## IX

## TRAINING IN CITIZENSHIP

There is no system of community organization to train men for responsibilities of citizenship.

## X

## PAROLE

During the period ending June 30, 1924, 176 men were paroled, 36 declared violators, of whom 23 were returned to the prison.

## XI

## COSTS

Gross cost for period ending	
June 30, 1924.....	\$183,691.58
Earnings.....	<u>141,788.37</u>
Net cost.....	\$41,903.21



## COMMENT

Considerable improvement has been made in the prison plant since the prison was visited for the previous issue of this book.

1. A new bath house has been built which, in construction, attention to sanitation and proper ventilation, sets a new standard in bathing facilities in penal institutions. The many prisons which need new bathing facilities might use this bath house as a pattern. It is connected with one of the cell houses, which should facilitate giving more than one bath weekly to the general population. Several prisons have advanced beyond the usual, but inadequate, schedule of one bath a week; Wethersfield should match its advance in bathing facilities with a like advance in the bath schedule.

2. The hospital has been materially improved in both arrangement and equipment. The operating room is not yet so completely equipped as those of the better prison hospitals. The presence of insane prisoners is a handicap to the general hospital, especially in the case of men seriously ill.

3. The quarters for the insane have been improved and a workshop built. Connecticut is one of the very few states that as a matter of policy keeps prisoners declared insane until the expiration of their sentences. The general and better practice is to transfer them to the state hospital. The problems of prison administration are sufficiently complicated without adding the difficult and essentially different problem of caring for the insane. The State should provide quarters for these men in a wing of one of the state hospitals, and not handicap the prison administration with this group.

4. While the quarters of the women are well kept and adequate in most respects, women prisoners should be housed in a section of some state institution for women.

5. Ventilation in the workshops has been improved by the use of electric fans. The addition of a window fan, as in the Delaware prison shop, would probably give satisfactory ventilation at all times.

6. The system of compensation described in detail in the former issue of the Handbook is in force. While not as good as found in some mid-western states it is among the best noted in the eastern states.

As in many states, a most serious problem at Wethersfield is the industrial. Out of a total population of 534, 335 men were employed on September 19th at the manufacture of shirts on the contract basis.

While many criticisms commonly brought against the contract system are really criticisms of the prison management rather than the contract method, there are valid objections to the contract system that are inherent in the system and Connecticut has not avoided some of the objectionable features incidental to the system. In this respect the contract system of Rhode Island is decidedly preferable to that of Connecticut as in Rhode Island only the objections inherent in the system still obtain: the giving to private individuals or corporations the profit of the labor of wards of the state, and the unfair competition to outside labor and industry. In Connecticut the contractor owns the machinery and has his own foreman in the prison; the latter arrangement has been a chief source of trouble under the contract system. How long would the system last in Connecticut if the contract industry was devoted to making metal products of one of the many kinds for which the state is famous?

The attitude of the authorities toward the contract system is significant. In their published reports they have both approved and defended the contract system. Some other states, comparable to Connecticut in wealth and population, which still have the contract system, for only a part of their

men, frankly admit the injustice of the system and state they are studying the problem of replacing it by state-use or account industries. No such recognition of the defects of the system or intention of changing it were found in Connecticut.

The absolute lack of any vocational value in the shirt industry is generally recognized. In this connection it was stated that the Connecticut authorities do not care at what the men work so long as they "learn to love labor." It is perfectly easy to estimate the number of men in this or any prison who ever "learn to love labor" working at a sewing machine on contract labor. Is it possible the official making such a statement did not realize its absurdity? Is it possible that he has not penetrated the psychology of prisoners so that he knows men cannot "learn to love labor" under such an industrial system? It is more likely the statement was made merely in justification of the system. The statement would not have been so significant if the reports of the prison had not contained statements in regard to the industries that may seem plausible to the general public, but would be questioned by anyone acquainted with the facts of the contract system. To be really beneficial for the state, or for society in general, a prison can hardly be based on such an industrial system, a system that inevitably reacts on the discipline and lowers the morale.

## WILMINGTON, DELAWARE

Visited October 3, 1925.

The State Prison of Delaware, the Newcastle County Workhouse and the City Jail of Wilmington form one institution in which all inmates are treated alike, except that they are somewhat separated in the different wings of the prison. The prison is situated on a farm about five miles from Wilmington.

### I

#### GROUND AND PLANT

The buildings, completed in 1901, are of red brick. The warden's quarters are in front and in the rear are offices, a central guard-room with two cell blocks and a service wing connected with a factory building. At a short distance, on lower ground, is the power and heating plant, connected with the main building by a long tunnel.

1. **Housing**—There are two cell houses each of which is divided into two floors with two tiers of cells on each floor. The 320 cells are 5 x 7 and 8 feet high and have iron wash-bowls and toilets and electric lights. Both cell blocks and the cells are clean and well kept.

2. **Farm**—There are two farms containing about 300 acres. Most of the produce of these farms is used at the prison.

## II

## ADMINISTRATION

**1. Control**—The law provides for a Board of Trustees, composed of five men who are appointed by the judges of the Supreme Court, resident in Newcastle County. One is appointed each year to serve for a five-year term. They are as follows:

J. Frank Ball,	Wilmington,	Del.
Horace L. Dilworth,	"	"
Joseph S. Hamilton,	"	"
A. Victor Hughes,	"	"
A. V. Lesley George	"	"

This board appoints the warden and is responsible for the general policy of the prison. The members serve without pay.

**2. Warden**—The warden is Elmer J. Leach who was appointed in May, 1923. Previous to his appointment as warden Mr. Leach had eight years' experience as guard and deputy warden.

**3. Deputy**—The deputy warden is Frank Mitchell, appointed May, 1923. He was formerly a secretary of the Wilmington Y.M.C.A.

**4. Guards**—There are only three guards, two on duty by day and one by night.

**5. Other Employees**—A civilian clerk, a foreman for each farm, repair man and engineer, and a matron for the women's prison are the only other employees.

**6. Salaries and Pensions**—Salaries are as follows:

Warden.....	\$5,000 quarters and maintenance
Deputy warden.....	2,400 and maintenance
Guards.....	1,200 to \$1,320 and maintenance
Doctor.....	1,800
Repair man.....	1,500
Farm superintendents	1,200

There is no pension system.

## III

## PRISONERS

**1. Population**—There were on October 3, 1925, 410 prisoners.

The annual report for the period ending November 30, 1924, shows a record of 1,604 prisoners received and 1,625 discharged during the year. The unusual movement of the population is of course due to the fact that the institution is a city and county jail as well as a state prison.

**Ages:**

Under 20 years...	175	31 to 40 years...	430
21 to 25 " ...	303	41 to 50 " ...	286
26 to 30 " ...	252	Over 50 " ...	158

**Nativity:**

Native-born...	1394	Foreign-born...	210
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The 210 prisoners of foreign birth were contributed by the following countries:

Poland.....	53	Ireland.....	37
Italy.....	51	Russia.....	12
18 other foreign countries.....		57	

**Race:**

White.....	913	Negro.....	691
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**Education:** Data not available.

**Sentences:** The report shows sentences for men from a few days in the jail to the longer terms in the state prison. The data on this is therefore omitted.

The method of execution in Delaware is hanging.

**2. Classification**—Prisoners on entering are given all privileges of the institution. They may for misconduct be reduced to second or third grade.



3. **Insane**—Insane prisoners are transferred to the state hospital.

4. **Women**—The women prisoners are housed in separate quarters in one of the wings. Their windows overlook the recreation yard of the men's prison. The cells are of a type similar to those in the regular cell houses. As there is no kitchen in this department meals are sent up from the regular prison kitchen. At the time the prison was visited there were 36 women in this department.

## IV

### DISCIPLINE

1. **Rules and Regulations**—The formal set of prison rules found in most prisons is not used here. A few general rules take the place of the usual long list of regulations.

As there are only three guards, two day and one night, the discipline of this prison is dependent on an organization of inmates, to a degree found in no other prison. While the inmate court is in general responsible for the discipline, the warden has appointed a number of long-term prisoners to such positions as doorkeeper and turnkey. The inmate organization, here called the "Honor Court," is made up of inmates chosen by the prison population with the approval of the warden. This court, with the approval of the warden, makes the rules and has general charge of the inmate body, whether in the shop, mess hall or yard.

Inmate organization of different kinds has been developed in several states and is found today in a considerable number of prisons, so far as certain phases of the prison life are concerned. But nowhere in the country today is a prison found where the administration is so largely in the hands of the inmate body as in this prison. Under two wardens the system has continued for over five years.

**2. Punishments**—The chief punishments consist in loss of privileges, including the recreation yard, visits, entertainments and mail, for a varying period, depending on the seriousness of the offense. For the lesser offenses the usual punishment is loss of the recreation privileges for 10 days.

The use of the whipping post has no connection with the prison discipline. It is a part of the offender's sentence as given by the court.

## V

### HEALTH

**1. Hospital**—The hospital has room for four beds on the second floor of the administration building. There are ten cells with outdoor cages for the tubercular cases built in one of the cell houses. The operations are performed in the city hospital in Wilmington, so the hospital here is really an infirmary and is so equipped.

**2. Medical Staff**—A Wilmington doctor visits the prison daily and a dentist twice a week.

**3. Psychological Work**—There is none.

**4. Commissary**—The commissary department is located on the ground floor in a service wing and the mess hall in a connecting room which is under the workshop. Since the first issue of the Handbook a brick partition has been put in between the kitchen and mess hall so that they are separated. The unsatisfactory tables have been replaced by new ones and the store room space increased and improved. The only defect in the equipment noted was the lack of a dough mixer.

The white and colored inmates are seated in separate sections. The new tables are arranged for men to be seated on both sides, and conversation is permitted at meals.

The products of the farms add considerably to the variety of the prison dietary.

**5. Baths**—The bathroom is located in the basement under the store room. The number of showers is adequate. Separate booths are provided for dressing purposes. One bath a week is given to the general population though men working on the farm or doing other dirty work may bathe more frequently.

**6. Recreation**—The recreation yard is large enough for a full-sized baseball diamond. The men are given daily periods of recreation.

**7. Entertainment**—During the winter months moving pictures are shown three or four evenings a week. A few outside entertainments come in each year and once or twice during the winter the inmates stage a show of their own.

## VI

### INDUSTRIES

**1. Workshops**—The only workshop is located above the mess hall. At one end of the room is a storage and shipping room. The rest of the room is filled with sewing machines or equipment used in the making of clothes. The space is inadequate for the amount of equipment and the number of men. It is fairly well lighted, however, and ventilating fans, placed in the windows, keep the ventilation up to a good standard.

**2. Character**—Aside from the farm work the only industry is the manufacture of clothing on the contract basis.

**3. Employment**—On October 2nd, 1925, the population, exclusive of women, were engaged in the following occupation:

Trousers factory .....	217
Farms and outside work .....	51
Inmate guards .....	9
Sick, unassigned and under punishment...	37
Maintenance .....	64

**4. Vocational Training**—The trousers shop has no vocational value. The farms give some training but to only a few men.

**5. Compensation**—This prison has established a new system of pay for prisoners. Twenty per cent. of the gross earnings of the workshops is paid by the State to the inmates; the pay is divided equally among them. Since this system was established in April, 1925, the monthly wage has averaged \$3.88. This method of paying takes the place of the old bonus system used by the contractors.

The men on the farms are paid 15 cents a day for 5½ days each week and men on maintenance 15 cents a day for 7 days a week. Money earned in the prison may be spent at the commissary but the men are urged to save part of their earnings as the State does not give any money or clothing upon discharge.

## VII

### EDUCATION

**1. Library**—The library consists of about 750 books and bound magazines. All these are donations. The State makes no appropriation for this purpose. The library is unusually poor, even judged by prison library standards.

**2. School**—School is conducted two evenings a week in the work of the lower grades. This work is supervised by a teacher from the Wilmington High School who is assisted by inmate teachers. Attendance is voluntary. The average attendance is about 50.

**3. Other Courses**—A few men are taking correspondence courses.

## VIII

### RELIGION

**1. Chapel**—The recreation room is used for chapel services.

2. **Chaplain**—There is no regular chaplain.

3. **Services**—There are regular Sunday services, between three and four in the afternoon, conducted by various clergymen of different denominations from Wilmington and vicinity. Once a month there is a Roman Catholic service on Sunday morning, preceded by confession Saturday afternoon.

4. **Other Agencies**—A Bible class is held weekly and Sunday school is held between nine and ten on Sunday morning. These are conducted by the Wilmington Y. M. C. A.

## IX

### TRAINING IN CITIZENSHIP

A unique combination of prisoner-guard appointed by the warden and inmate court, elected by the inmates and approved by the warden has for five years handled the running of the prison. While its success in running the prison has been demonstrated only a careful study would reveal how much real training for citizenship this organization is giving.

## X

### PAROLE

During the year ending November 30, 1924, 47 men were paroled and 2 were returned as parole violators.

## XI

### COSTS

Gross receipts (including shop revenue and \$86,- 274.50 paid by county and city taxes).....	\$148,577.35
Gross cost.....	123,488.50
Surplus.....	\$25,088 85

## COMMENT

1. The Delaware prison is situated just outside of Wilmington, a desirable location in every respect.

As a whole, the institution is clean and well cared for, which is especially commendable in view of the very small number of officers and the untrained character of many inmates.

2. Since the first issue of the Handbook a number of improvements have been made, especially in the commissary department. Storeroom space that was very much needed has been provided, so that supplies may now be properly cared for. A partition has been built between the kitchen and mess hall which is a very great improvement, and in place of the old, wooden tables, new ones of semi-onyx have been ordered. These tables are both sanitary and attractive. Mixing dough by hand in large quantities in an institution is unsanitary and contrary to the better institutional practice. A dough mixer should be provided.

3. This institution is not only the state prison but a county jail as well. This alone makes a complicated problem, but in Delaware to these two uses are added the functions of holding county prisoners awaiting trial, that of a city jail for Wilmington, and a state prison for women.

It is very doubtful if any one institution can possibly fulfill satisfactorily such a variety of functions. It seems quite obvious that there should be an entirely separate institution where those awaiting the action of the Grand Jury might be confined. County prisoners as inmates of the institution may not be so serious, but a large percentage of short-time jail prisoners inevitably handicap the administration of any state prison.

4. As regards the women prisoners the situation in Delaware is probably more unsatisfactory than in any other state where women are confined in the men's prison. Their



quarters overlook the recreation yard of the men; their meals are sent up from the main kitchen.

One matron is charged with the supervision of thirty-six inmates, both day and night. It is impossible for one matron, however capable she may be, to give adequate supervision over twenty-four hours of the day. As long as the situation is handled on the present basis, adequate relief should be provided for the matron. The warden and trustees have sent repeated protests to the State Legislature relative to this condition. The only result so far was the appointment several years ago of a committee of five and an appropriation of only \$50,000 to start an institution for women. The committee appointed felt this amount so small that little could be done, and as a result, nothing has been done.

Another committee should be appointed and given an adequate appropriation so that a beginning may be made as soon as possible in developing a separate institution for women.

5. Aside from the farms, the only industry is the manufacture of the cheaper grades of clothing under the contract system. The workshop is very crowded; there are too many men and too many machines for the space available. Such a condition inevitably lowers industrial efficiency. In spite of the crowded condition in the shop large electric fans placed in the window sashes give adequate ventilation.

The industry has of course no vocational value. Some beginning should be made in developing industries which would give a variety of employment on the state-use or state-account plan, as is being done by the more progressive states.

6. Delaware has the only state prison in the Union today that is disgraced by the use of the whipping post. It should be borne in mind, however, that this is a part of the sentence and in no way related to the prison discipline.

Officials of the prison have stated that they do not believe any good is accomplished by this method of punishment. The fight to abolish this medieval practice failed in the 1925 Legislature.

7. In one respect the Delaware prison is most interesting. During a period of over five years, under two different wardens, a system of inmate cooperation has been employed which carries certain phases of inmate responsibility to a degree attempted nowhere else.

In the development of inmate cooperation that had previously been worked out in New York and at different times in other states, the inmate organization did not replace the guards; they simply took over a large part of the handling of the inmate community life. Here, with a prison population of over 400 the number of guards has been reduced to two by day and one by night. Even though it may be felt that the reduction of guards has been carried too far, at least a striking demonstration has been made, under two wardens for over five years, that a prison can be conducted practically without guards, without serious internal disturbances and without an unusual number of escapes. Such a demonstration makes pertinent the question whether the very considerable part of the heavy cost incurred by most prisons in carrying large numbers of guards, chiefly to prevent riots and escapes, is necessary.

In addition to the two civilian officers on duty in the day and one at night, there are prisoners recommended by the Honor Court, but appointed by and responsible to the warden, who carry on the work formerly assigned to the guards. The Honor Court is comprised of eight men who handle the discipline of the inmate community. The court makes the rules and offenders against these rules are called for a hearing before three judges selected from among the members of the Honor Court and are disciplined with the approval of the warden. There is no stated time for the election of the

men constituting this court. When a vacancy occurs an election is held, but the members are subject to recall at any time. In this way their responsibility to the inmate body is maintained.

This organization has demonstrated in a striking manner the contribution that inmate cooperation can make to the smooth running of the prison and the consequent lessening of the burden of administrative problems. But to estimate the usefulness of such an organization primarily or chiefly by its contribution to prison administration is to ignore or put minor emphasis on the primary function of inmate cooperation, as originally developed; which was not alone to make good prisoners, but rather to make good citizens of the inmates after their discharge.

The danger of the primary purpose being sacrificed to the quite legitimate, but secondary one of easier prison administration was recognized early in the development of inmate organizations.

Where such a change occurs, owing to a warden's failure to realize the more important purpose of inmate cooperation or indifference to the training of prisoners, then the natural results follow: decline in the zeal of committees for educational work and social service; emphasis placed on privileges secured rather than on the development of responsibility and a disintegration of the whole morale of the inmate organization, even if on the surface everything seems to be running smoothly.

How far the primary purpose is being accomplished in the Delaware Prison could only be determined by a more detailed study.

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The Delaware authorities submit the following statement in reply to the above Comment:

"We feel that we ought to say that we certainly do not

like your doubting expressions in regard to the organization, with which you end your comment. In fact, we see no point in your intimating that our concern is for easier prison administration to the neglect of the training of prisoners. Certainly a system of this kind does not lessen the burden of administration, as those in charge must know personally and be in constant touch with every individual in the institution, a much greater responsibility than when the detail of prison administration is in the hands of paid employes.

“But certainly this gives the prisoners the very training they need, that of having real responsibility placed on their shoulders and the chance to prove their ability to make good on such responsibility and thereby develop themselves for more important responsibilities and service. This training and development is something they need when they again go outside on their release, to earn their own living, and they do not get it when under the close supervision and direction of paid guards. And the fact that the system was established here on the basis of the “Cavalry Cure” as the only remedy for crime, and the fact that our men are going out constantly and establishing themselves in the community and becoming good citizens, seems to us sufficient proof that the implications in the final paragraphs of your comment are rather pointless and uncalled for.”

## BOISE, IDAHO

Visited July 14, 1925.

A territorial prison was established outside of Boise in 1868, consisting of a cell house surrounded by a corral. Only very slight additions have been made to it since that time. In territorial days the United States Marshal was also warden of the prison.

### I

#### GROUND AND PLANT

Sandstone was used for the wall and all but a few of the buildings. The work shop is a one-story wooden building of recent construction. The other buildings are in a disgraceful condition, as repairs have been neglected for years. Reconditioning them now will be expensive, though unavoidable if they are not to be completely ruined. Roofs leak, walls are cracking, and rotted timbers make the floors dangerously weak. Some construction, begun in 1900, was stopped when the walls were about complete. The buildings have remained unfinished for a quarter of a century. Outside the walled enclosure of about four acres are the guards' quarters, farms, gardens, and a small walled section containing the women's prison.

**1. Housing**—There are three cell houses, built since 1870, but none of them is modern, though the latest one per-



mits of much better sanitary conditions than the two older ones. The cells are arranged in three tiers, and measure  $7 \times 5\frac{1}{2}$  and 6 feet high. There is no plumbing; light and ventilation are quite inadequate; most of the 164 cells have two occupants, though conditions would be far from good with one. A double-deck bunk with straw ticks and blankets, and the noisome bucket for toilet purposes, constitutes the standard equipment.

A few men sleep outside of the prison at the farm, but there is no regular dormitory.

**2. Farm**—The farm consists of 600 acres, 100 acres of which, owned by the State, are near the prison. The 500 acres of leased land are at some distance from the prison. The farm adds considerably to the prison dietary.

## II

### ADMINISTRATION

**1. Control**—Control of the prison is vested in the Board of Prison Commissioners, composed of the Governor, the Secretary of State, and the Attorney General. This board appoints the warden, visits the prison occasionally, and also acts as a pardon and parole board.

**2. Warden**—J. W. Wheeler was appointed warden in January, 1925, for a term of two years. He has been a rancher, water master, and sheriff and interested in politics for many years.

**3. Deputy**—D. W. Ackley is deputy warden. He has had twenty-eight years' experience in prison work, twenty-five of which have been spent at this prison.

**4. Guards**—There are 16 guards, on twelve-hour shifts. They are appointed by the warden.

**5. Other Employees**—The other employees are the doctor (part time), and a matron.



## 6. Salaries and Pensions—

Warden.....	\$1,800 quarters and maintenance
Deputy.....	1,200 quarters and maintenance
Guards.....	900 quarters and maintenance
Matron.....	600 quarters and maintenance
Doctor (part time)...	720

There is no pension system.

## III

### PRISONERS

**1. Population**—On July 14, 1925, the prison had 309 inmates.

The report for the biennial period ending November 30, 1924, shows a population of 279 prisoners. An analysis of this group is contained in the following tables:

#### Ages when received:

20 years or under...	55	31 to 40 years...	55
21 to 25 years.....	64	41 to 50 " ...	36
26 to 30 " .....	44	Over 50 " ...	25

#### Nativity:

Native-born...	238	Foreign-born...	41
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The 41 foreign-born were contributed by the following countries:

Mexico.....	11	Germany.....	3
Canada.....	5	Ireland.....	3
China.....	4	12 other foreign countries	15

#### Race:

White...	253	Negro...	19	Other races...	7
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#### Education:

Literate...	258	Illiterate...	21
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**Sentence:**

Indeterminate...	239	Less than 5 years.....	4
Determinate....	40	50 years.....	1
		Life.....	32
		Death.....	3

The method of execution in Idaho is hanging.

**2. Classification**—There is no system of classification.

**3. Insane**—Prisoners adjudged insane are transferred to the state hospital.

**4. Women**—In a walled enclosure outside of the prison, is the women's prison, with quarters for about a dozen prisoners. Two women are confined here at present, one a federal prisoner.

## IV

## DISCIPLINE

**1. Rules and Regulations**—Printed rules for inmates are posted about the prison. There is no silent system. A gun guard is stationed in the mess hall, and in the shirt shop. Newspapers are permitted. Prisoners may write two letters every fortnight. The visiting rule is flexible; visits are held in an unscreened room and are generally limited to 30 minutes.

**2. Punishments**—The usual punishments are loss of privileges, solitary confinement in ordinary cells (sometimes for 30 days), and solitary confinement on bread and water in dark cells. Continual trouble-makers are permanently segregated in what is known as "hard boiled row." They have only two meals a day, but receive the regular fare. The six dark cells are in a small one-story, concrete building in the corner of the yard. They are altogether without light but have ventilation. There is a toilet in each cell connected with the sewer. Confinement here is usually for

one to ten days, on bread and water. Occasionally men are confined for longer periods.

## V

## HEALTH

1. **Hospital**—An old one-story building is used as a hospital. It is small and unsuitable for the care of the sick, in arrangement, upkeep or equipment.

2. **Medical Staff**—A local doctor visits the prison once a week and on call. A dentist comes when called. Operations and some dental work are performed in the city.

3. **Psychological Work**—There is none.

4. **Commissary**—The mess hall, used also as chapel and auditorium, is a one-story building with a leaking roof and a floor so rotted that it is unsafe. Light and ventilation are inadequate. The men sit facing one way. A cage for a gun guard has just been built.

The construction of the mess hall, kitchen, and vegetable room is such that it is all but impossible to maintain proper standards of cleanliness. The bakery, though located in a basement, is clean and well kept, but it needs a dough mixer, a recognized necessity for all institutions.

As a whole, the commissary department is far below accepted institutional standards.

The garden adds considerable variety to the diet in summer. A herd of cattle provide butter and milk occasionally. Prisoners may purchase groceries and keep them in their cells.

5. **Baths**—The only bathing facilities consist of a pool about 10 x 15 feet, in the basement. This serves as a tub for the entire population.<sup>1</sup> One bath a week is required

<sup>1</sup> Since the prison was visited the plunge has been removed and replaced by twelve showers.

and extra baths are permitted kitchen men and a few others.

**6. Recreation**—There is a large yard suitable for baseball. Most of the prisoners are permitted in the yard from 3:00 to 4:00 P.M. daily. Cooks are allowed in the yard any time their work permits until 5:45 P.M. The recreation hours on Saturday are from 1:00 to 4:00 P.M., and on Sundays and holidays from 8:00 A.M. to 4:00 P.M. The chief sports are baseball (no games with outside teams), handball and boxing. During the winter months recreation consists of the freedom of one of the cell blocks.

**7. Entertainments**—Moving pictures are shown once a month. About half a dozen musical programs are arranged during the year. Inmates do not stage shows.

## VI

### INDUSTRIES

**1. Workshop**—The workshop was erected in 1923. It is a one-story building of modern factory type, well lighted and ventilated, and adequate in size for the number of men working there at the time the prison was visited.

**2. Character**—The main industry is shirt-making, operated under contract with the Reliance Manufacturing Company of Chicago. The shop was opened October 1, 1923. The company pays the State on the basis of production, at the rate of 42½ cents to 50 cents a dozen shirts. The prison maintains a small shop in which shoes are made for the prisoners and a few for sale. Prisoners' clothing is also made. A garden and a stock farm are operated for prison use.

**3. Employment**—On July 14, 1925, the population of 308 were employed as follows:

Shirt shops.....	182
Shoe.....	5
Farms.....	38
Maintenance.....	54
Idle.....	29

**4. Vocational Training**—Most of the men get no vocational training, as the making of shirts is a women's industry in outside shops.

**5. Compensation**—Prisoners in the shirt shop are paid a bonus for overtime work. The average amount earned by 180 men during the month of June, 1925, was \$1.24. The maximum earned that month was \$5.51.

## VII

### EDUCATION

**1. Library**—There are 4000 volumes in fair condition; some magazines are obtained.

**2. School**—There is no school work.

**3. Other courses**—Three men are taking correspondence school work.

## VIII

### RELIGION

**1. Chapel**—Religious services and entertainments are held in the mess hall.

**2. Chaplain**—The chaplain serves without compensation.

**3. Services**—A Protestant organization in the city arranges services every Sunday. A Catholic priest conducts occasional services.

**4. Other Agencies**—The Salvation Army, Christian Scientists and Adventists, sometimes hold services.

## IX

## TRAINING IN CITIZENSHIP

There is no system of inmate community organization to train men for the responsibilities of citizenship.

## X

## PAROLE

The prison commission acts as a parole board. There is no agent. Prisoners are usually paroled at the termination of their minimum sentences. They report to sheriffs, and by mail to the prison. Reports are certified by sheriffs and employers. No parole statistics are available.

## XI

## COST

Gross cost for biennial period (estimated) . . . . .	\$150,000
Earnings from shirt industry (estimated) . . . . .	<u>50,000</u>
Net cost (estimated) . . . . .	\$100,000

## COMMENT

1. The Idaho prison is located near the mouth of two gullies. A storm in the hills floods the prison. Had the prison been situated a few rods in either direction, such a condition would have been avoided.

2. With the exception of the shirt shop, which is of modern construction and furnishes good working conditions, all of the main buildings are poorly adapted to their uses and badly in need of repair. Roofs are leaking, walls



are cracked and the mess hall floor is almost rotted through in places. The old cell blocks are antiquated, overcrowded and scandalously dirty. The hospital is wholly unsuited to the care of the sick. The mess hall, which is also used as a chapel, is small, dark, poorly ventilated and unsanitary. The shoe shop is housed in a wooden structure built into the uncompleted shell of a building intended for a cell house. In short, the whole plant shows signs of a disastrous policy of neglect and false economy which must inevitably lead to larger expenditures later. Under existing conditions, not even ordinary prison standards can be maintained.

3. Proper bathing facilities should be provided in place of the small tank which now serves as a common tub for the whole population. In no other prison reported in this book is such a primitive and unsanitary condition to be found.

4. The yard is bleak and bare. The only real attempt at decoration is a flower garden cultivated by a long-term prisoner. In the middle of the garden stands the gallows.

5. The two women prisoners (one a federal prisoner whose sentence is nearly expired) are housed in a separate walled-in building outside of the main prison. There is neither economy nor wisdom in maintaining a prison for two inmates. Some provision should be made for them elsewhere. Their present quarters are needed for use by outside workers of the men's prison. Such an arrangement would relieve somewhat the crowded condition of the cell blocks.

6. The system of discipline is rigorous and the morale seems low. The punishment cells are among the worst in the country, ventilation being almost totally lacking. If the outer door were left open, they would be habitable and still remain sufficiently isolated. The practise of keeping a gun guard in the mess hall and in the shops has long been discontinued by most prisons. The prison also has bloodhounds to track escaped prisoners, another practise that has disappeared in all but a few prisons.

7. Some form of educational work should be carried on, and a chaplain, even if only on part time, should be regularly employed on the staff.

8. The daily recreation outdoors in summer is beneficial from the standpoint of mental and physical health, but it should be better organized to secure the fullest possible benefits. The indoor recreation program, consisting of a monthly showing of moving pictures, is unusually limited.

9. The contract system in force in the shirt shop, while profitable to the State in direct revenue, has the faults inherent in the system generally. This particular industry has no vocational training value, as it is a woman's industry outside of prison. It is particularly unsuited to a non-manufacturing state like Idaho, though here again the difficulty of the small prison in finding suitable industries must be taken into account. The compensation system is good in principle, but the amount is small, and few prisoners seem to care to work over their task to secure the bonus. This is evidence of bad industrial morale.

10. It is difficult to see how this prison, under existing conditions, can serve the state of Idaho and society in general as it should. As a whole, it is not only the worst of any covered in this book, but it does not compare favorably with other states similar in population and wealth.

The following statement was submitted by the State Board of Prison Commissioners of Idaho. With it is printed the reply of the Society.

## STATEMENT OF STATE BOARD OF PRISON COMMISSIONERS OF IDAHO

"Most of the statements in the foregoing 'Comment' are untrue.

The following are corrections to the more glaring mis-statements:

1. A storm in the hills does not flood the prison. The lawn and garden at the warden's residence were flooded last summer after a small cloudburst, but the prison remained untouched.

2. The roofs do not leak. The only cracks in the plant are in the plaster of one of the older buildings. They do not affect the safety or even the appearance of the building. The mess hall floor is being replaced in the ordinary course of the maintenance of the institution. Cell blocks are unfortunately of an old type and are overcrowded, but one dormitory has been completed and another is being constructed to relieve this congestion. Neither the cell blocks nor any department of the prison are 'scandalously dirty,' or dirty at all. The entire plant is just as clean as soap and water and elbow grease can make it. While the hospital is small, it is large enough to serve the prison, and is well equipped. The mess hall is clean, but is not as well ventilated as it should be. This will be corrected as soon as funds are available.

3. The prisoners do not use a common tub. The bathing facilities consist of twelve shower baths conveniently located.

4. The gallows stand in the extreme northeast corner of the prison yard, and is completely hidden from casual observation.

5. It is not economical to maintain a separate building for only two women prisoners, but obviously they cannot be housed with the men, and no other satisfactory arrangement appears feasible. Until Idaho grows in population or its women get worse, we will have to struggle along as we are now doing.

6. The morale of the prison is exceptionally high. Punishments are rare. The solitary cells are of the most modern construction, and each cell is separately and amply ventilated. The prison has no blood hounds. There are two dogs on the reservation; one a puppy belonging to a trusty, and the other, owned by the warden, is a cross between an airedale and a bull, nine years old, with no teeth.

7. No regular chaplain is employed at the expense of the state, but volunteers from the Salvation Army and ministerial associations give more service than could be furnished by a regular member of the staff.

8. The prison is in need of an indoor recreation hall for use in inclement weather. At present the mess hall is used for this purpose, but it is too small to allow the freedom of movement which is essential. A large athletic field inside the walls is maintained, which is large enough for baseball games. The athletic activities are supervised, but the men are encouraged to organize their playing hours themselves. Movies are shown as often as arrangements can be made with local exhibitors. No regular schedule is maintained, the average exhibition being probably once every three weeks. In the meantime, other forms of recreation of educational value are substituted, including lectures, concerts, etc.

9. The contract system is not used in the prison indus-

tries. Every activity of every kind is under the jurisdiction of the warden. The output of the shoe shop is disposed of to other state institutions in Idaho, and to some extent to state institutions in Utah and Wyoming under the 'states use' plan. The output of the shirt factory is contracted for, but the purchaser of the shirts has nothing to do with the conduct of the factory or the discipline of the men, this being entirely under the warden. The industrial morale is very high, as evidenced by the very few violations of the rules. A minimum task is set based upon the ability of the man and the nature of the work. The factories are operated at a maximum of eight hours per day except Saturdays, Sundays and holidays. A prisoner of the first grade who completes his task works but seven hours.

10. The prison plant is old and is badly overcrowded. Dormitories are being constructed which will relieve this congestion. The plant, however, is kept clean and is sanitary, as is evidenced by the fact that there is little sickness among the inmates.

The prison board of Idaho consists of its Governor, Attorney General and Secretary of State, all of whom subscribe to and vouch for the truth of the foregoing statements."

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It is to be regretted that any conflict should arise as to questions of fact. The National Society endeavors to avoid such, sending its report in every instance to the prison before making any comment upon conditions; this is the only case where the report, after correction by prison officials, has been disputed by those higher in authority. Differences of opinion will of course arise, for the ideas of the local authorities and those of the National Society as to what a prison should be, will often be wide apart.

Certain facts should be kept in mind in connection with the statement of the Idaho authorities. In the first place, the comments regarding the location of the prison, leaking roofs, etc., were based on information given to the Society's representatives by prison officials. The report was sent to the prison, approved and returned as a statement of facts, but is now called into question by the Idaho authorities. So far as the Report or the Comment is based on observation and comparison with other prisons, the Society stands back of its statements.

The degree of frankness in the statement of the Idaho authorities may be judged by the following sections which are typical of the entire statement.

The statement of the Idaho authorities, paragraph 3, reads: "The prisoners do not use a common tub. The bathing facilities consist of twelve shower baths, conveniently located." During the entire history of the prison, up to and some time after the Society's representatives visited it, the common tub was the only bathing facility the prison had. The showers have been installed since the visit of the Society's representatives.

While the authorities' statement (paragraph 9) that the contract system is not used in the prison industries is contradicted later in the same paragraph it fails to make clear that 182 of the total prison population of 308 were on July 14, 1925, working on the shirt contract held by the Reliance Manufacturing Company of Chicago. The statement in regard to the shoe shop under the "state-use" plan refers to a shop in which only five men (or less than two per cent. of the population) worked.



## JOLIET, ILLINOIS

Visited August 18, 1925.

A state prison was first established at Alton. Construction on the prison at Joliet was begun in 1856, and the first prisoners were received there two years later.

By an act of the legislature in 1907, a penitentiary commission was created to develop plans for and undertake the construction of a new prison. On August 25, 1916, construction on a new plant was begun at Stateville, and by August, 1925, there had been completed the wall around the prison, one shop, the mess hall and kitchen, three of the eight proposed cell houses, the isolation building, the power plant, a building designed for a receiving station, and the corridors connecting the buildings. A fourth cell house was partly completed.

### I

#### GROUND AND PLANT

**Old Prison**—The cell houses in the old prison are typical of the period in which they were built. The cells are small and without plumbing. The windows in the walls of the cell house are high and very narrow. The mess hall is dingy and unattractive, the kitchen is antiquated, the work shops dark and poorly adapted for industrial uses, and the gray stone walls of the buildings dreary and depressing. The

state may well be grateful that this old plant will probably be abandoned completely some time in 1926 if the construction work on the new prison is continued; nearly half the population has already been transferred to the new prison.

**New Prison**—The new prison is situated on a tract of 2,193 acres at Stateville about six miles from the city of Joliet. The walls, 33 feet high, enclose 64 acres. At about the center of this area stands a circular mess hall. The plans call for eight circular cell houses around the mess hall. The mess hall is connected by enclosed passageways, with the cell houses, the receiving building in front and work shops and power plant in the rear. When the prison is completed, similar passageways will lead on the one side to the chapel, and on the other to the hospital. The administration building will be located just outside the front wall.

The plan is a radical departure from the type of prison construction that has been generally adhered to throughout the country for the past century.

**1. Housing**—The plans call for eight circular cell houses, three of which are complete and occupied, and a fourth more than half done. These cell houses have four tiers of cells built around the outside wall. Each cell has two small outside windows and a transom over the door. Both transom and windows are controlled by the cell occupant. The skylight of the cell house is so arranged that each cell is designed to receive direct sunlight for about two hours a day.

The completed cell houses have 248 cells,  $10\frac{1}{2}$  x  $6\frac{1}{2}$ , and 8 feet high. Each cell has a lavatory and toilet of excellent quality, a bed with mattress and blankets, a chair and a table.

In some of the cell houses to be built the cells will be large enough for from three to seven men.

In the center of each cell house is a guard tower, from which the locking and unlocking of all doors is controlled.

As the front of the cells is made of wire glass, the inside of each cell can be viewed without leaving the tower.

The walls of the cells are painted in two shades of green and the ceilings buff, a color scheme that is restful to the eye and pleasing in its general effect. The construction is in every detail such that high standards of sanitation will be possible with a minimum of effort.

2. **Farm**—The prison has 2,193 acres of good farm land.

## II

### ADMINISTRATION

1. **Control**<sup>1</sup>—The prisons are under the Department of Public Welfare of which C. H. Jenkins is director. The immediate direction of the prisons is exercised by divisions headed by the Superintendent of Prisons, Elmer J. Green; the Superintendent of Pardons and Parole, William Colvin, and the State Criminologist, Dr. Herman Adler.

2. **Warden**<sup>1</sup>—John L. Whitman was appointed warden in December, 1922. He has had about 35 years' experience in correctional and penal institutions, among them the Cook County Jail and the House of Correction, Chicago, and was from July, 1917, to December, 1922, Superintendent of Prisons, the last eight months of which he was also acting warden at Joliet prison.

3. **Deputy**<sup>1</sup>—The deputy warden is P. N. M. Klein, who has had five years' service in the penal institutions of the state.

C. J. Carlson is acting deputy at the old prison.

4. **Guards**—There are at the old and the new prisons, 150 guards, appointed from civil service lists. They work 11½ hours a day.

5. **Other Employees**—Among the other employees are a doctor, dentist, oculist, chaplains, superintendent of industries, shop foremen and farm superintendents.

<sup>1</sup> See note at end of Joliet Comment.

## 6. Salaries and Pensions—

Warden.....	\$5,000, quarters and maintenance
Deputy Warden.....	2,500, quarters and maintenance
Guards.....	1,380 to \$1,920, room and meals
Doctor.....	2,400, quarters and maintenance
Dentist.....	2,100, partial maintenance
Oculist (part time)...	1,500
Chaplains.....	1,800, quarters and maintenance
Supt. of Industries...	1,800 to \$2,400
Shop foremen.....	1,800
Farm supts.....	1,500 to \$2,160

There is no pension provision.

## III

## PRISONERS

1. **Population**—There were 2326 prisoners at Joliet on August 18, 1925. The report for the fiscal year ending June 30, 1924, shows 496 prisoners received during that period. An analysis of this group is contained in the following tables:

**Ages when received:**

Under 20 years...	12	40 to 49 years...	54
20 to 24 " ...	102	50 and over....	38
25 to 29 " ...	132	Unascertained...	11
30 to 39 " ...	147		

**Nativity:**

Native-born...	402	Foreign-born...	82
Unascertained.....			12

**Race:**

White.....	244	Negro.....	149
Other races and unascertained....			103

**Education:**

Illiterate.....	52	High school.....	71
Common school..	336	College.....	23
Unascertained.....			14

**Sentences:** The authorities state that tabulation showing period of sentence is made for the state as a whole.

**Death Sentence:** In Illinois executions take place in the county jail of the county where the crime was committed. Records of executions are not a part of the records of the state prisons.

The method of execution is hanging.

## IV

### DISCIPLINE

**1. Rules and Regulations**—There are printed rules for the inmates. The rules at the new prison are considerably less rigorous at present than at the old prison, but when the whole population is transferred the rules are to be in general those now in force at the old prison.

Silence rules are in force in the mess halls and shops of both prisons. Prisoners may write one letter and have one visit of twenty minutes' duration every two weeks. Visitors and prisoner sit at opposite sides of a table with a partition below it. Visitors may bring the prisoners food, candy, etc., but it must be eaten in the visiting room. Newspapers on an approved list are allowed.

The basis of discipline is the Progressive Merit System. In this system the type of buildings planned at the new prison is considered a major factor. A prisoner is to come under the Progressive Merit System when he has passed through a preliminary period in the detention section under observation by the physician and psychiatrist.

The Progressive Merit System is described in an official bulletin as follows:

"This system gives prisoners an opportunity to demonstrate their intention or ability to make such progress in character building as will fit them to go out upon parole. This system is made up of five grades—A, B, C, D and E.

All prisoners upon entering prison are placed in C grade, with the possibility of working up through B to A, or down into D or E. They are marked as to their conduct and workmanship, and in being marked as to their conduct, their general disposition and mental attitude are considered, and in marking them for their workmanship the effort they make is taken into consideration. They are under constant daily observation, so that accurate markings can be made. Record is made each week of these markings and the weekly records are compiled into monthly averages, and the inmates are given a copy of this record. Each month they are called before a staff composed of the Warden, Deputy Warden, Psychiatrist, and Physician, who explain to them why they have failed, if the records indicate failure, and advise them in regard to how progress can continue, if they are doing well. If they make progress they are advanced to a third section, in which there are four cell houses, each varying in a degree of restraint permitting of continued progress, but if they fail they are set back to start over. If progress continues they become fit subjects for assignment to sections outside the walls in which they live in cottages and are looked upon as men worthy of being trusted, at least to some extent. However training continues in this section; finally, those who are determined to fit themselves for good citizenship and can demonstrate ability to do so are assigned to the farm. Upon continued progress towards improvement they become eligible to consideration, by the Board of Pardons and Parole, for release by parole under the supervision of a parole officer for a stated time, and if they satisfactorily fulfill their parole agreement they are finally discharged."

The system is not yet in full force and cannot be until the new prison is completed. The system of marking is in effect, however.

The farm colony is in operation and an unusual degree of freedom is allowed there, apparently with excellent results. Prisoners live in cottages, and on Sundays are allowed to entertain their friends and relatives in comparative freedom. Guards have little to do with the farm men, except counting them at fixed times.



**2. Punishments**—The usual punishments are loss of merits, demotion in grade (involving loss of "good time"), loss of privileges, and solitary confinement in the isolation cell block. The punishment cells are modern in construction and, while there are solid wooden doors outside the grated ones, they are adequately lighted and ventilated. Prisoners are confined here for 30 days in many cases, and sometimes for several months. The diet is bread and water, the water being limited to one quart every 24 hours. In cases of long confinement a regular ration is given at stated intervals. Prisoners in the punishment cells are handcuffed to the doors, their arms at a height just above the waist, for 12 hours a day. In this position they face the solid wooden door. Insane prisoners awaiting transfer are now confined in the isolation block at the new prison.

## V

### HEALTH

**1. Hospital**—The hospital is in temporary quarters in what will be the receiving section of the new prison. It is adequate for the present and is well equipped. Construction has not yet begun on the hospital and tuberculosis units for which the plans call.

**2. Medical Staff**—The staff consists of a doctor and a dentist on full time, an oculist, on part time, a resident psychiatrist and a resident psychologist, the last two representing the Division of Criminology of the State Department of Public Welfare. Operations in all the Illinois prisons are performed by a state surgeon.

**3. Psychological Work**—

(1) *Mental Tests*—General mental tests are given under the Division of Criminology, and the results are considered in connection with work assignment, education, discipline, and parole or discharge.

(2) *Psychiatric Work*—There is an extensive psychiatric program under the representatives of the Division of Criminology. Use is made of the findings as in the case of mental tests already noted.

4. **Commissary**—The circular mess hall is located near the center of the prison. Between the inner and outer walls is a broad corridor which gives access to the covered passageways leading to all parts of the prison plant. The mess hall proper is 200 feet in diameter and has eight entrances, one for each of the eight cell houses.

In the center of the mess hall is an elevated band stand. Around this are arranged eight sections of seats and tables, one for each cell house, each section increasing in width toward the outside, making the whole conform to the circular shape of the building. Meals are served on the cafeteria plan. There are eight serving tables, one just inside of each entrance.

The tables, made at the prison, are of terrazo; table dishes are of heavy aluminum. The men sit facing the center of the mess hall.

The kitchen and bakery are in wings projecting from the mess hall. The equipment is complete, and up to the best institutional standards in every respect.

The commissary store rooms, near the freight entrance, are large and well arranged; the department as a whole is so constructed that sanitary standards of a high order can readily be maintained.

The diet is balanced as much as possible by produce from the farms and dairy, but the amount available from these sources is as yet very small compared with the quantity of food required for the large population. The cafeteria system of serving tends to assure hot food.

5. **Baths**—At the new prison there is an excellent bath house, equipped with 48 showers. Two baths weekly are required, and more frequent baths are permitted kitchen men, etc.

6. **Recreation**—While there is little room for outdoor recreation at the old prison a baseball diamond has been laid out at the new prison and facilities for handball and boxing provided. The hours of recreation at the new prison are from 1:00 to 4:00 P.M. on Saturdays and all morning on holidays. The winter recreation is indoors and consists only of boxing matches on holidays.

7. **Entertainments**—During the winter months moving pictures are shown once a week. The prison bands give regular concerts, and on holidays the prisoners stage shows to which some outsiders are admitted. Once or twice a year there are entertainments by outsiders.

## VI

### INDUSTRIES

1. **Workshops**—One workshop has been completed, and foundations for the other two are finished. The workshop is a model factory building, one story high, with skylights arranged to give excellent lighting and ventilation. The shops under construction will be of the same type as the one already completed. A comparison of these shops with those of the old prison illustrate clearly the progress of prison architecture in the last sixty-five years.

2. **Character**—There is no contract labor. The prison manufactures shoes for all state institutions and clothing for its own prisoners. Wooden and fiber furniture are manufactured for state institutions and for sale on the state-account plan. Signs and highway markers are made for the State Highway Department, and crushed stone is produced for this department and for sale. The shoe shop and clothing shop are now at the new prison. Construction work on the new prison is being done by inmate labor.

3. **Employment**—On August 18, 1925, the total population was assigned as follows:

Farms.....	127	Fiber (furniture) dept.....	213
Stone dept.....	201	Shoe dept.....	110
Sign shop.....	63	Clothing dept.....	56
Construction.....	528	Maintenance (old prison) ..	446
Idle.....	53	Maintenance (new prison) .	230
Furniture dept.....	247	Sick and under observation	34

**4. Vocational Training**—Most of the industries and the farm work have vocational training value.

**5. Compensation**—There is no system of compensation for prisoners.

## VII

### EDUCATION

**1. Library**—There is a small library of 2800 volumes at the old prison. The prisoners themselves subscribe for some magazines.

**2. School**—In the old prison there are school rooms at the end of each cell block, but no quarters for school have as yet been provided at the new prison. The first eight grades are covered, the hours being from 6:00 to 7:30 P.M. for five days a week in winter.

**3. Other Courses**—About a dozen prisoners are studying correspondence courses.

## VIII

### RELIGION

**1. Chapel**—No work has as yet been done on the chapel. The mess hall is being used temporarily for religious services, as well as for entertainments.

**2. Chaplain**—There are two chaplains, Protestant and Catholic.

**3. Services**—Services are held on Sunday at both prisons, the chaplains alternating.

4. **Other Agencies**—Members of the Salvation Army make occasional visits to the prison.

## IX

## TRAINING IN CITIZENSHIP

While the men on the honor farm are given a great deal of responsibility for their own community life, there is in the prison proper no inmate community organization to train prisoners in the responsibilities of citizenship which they will have to assume after release.

## X

## PAROLE

The State Department of Public Welfare includes a Division of Pardons and Paroles. This division acts in close cooperation with the divisions of Prisons and of Criminology. About 450 men are paroled yearly from Joliet. The reports of the Division of Pardons and Paroles indicate that only about 13 per cent. of those paroled fail to live up to their parole agreement, and that of these only 2 per cent. fail by returning to crime, the majority of the failures being technical.

## XI

## COST

Gross cost for two years ending June 30, 1925, including industries,	\$1,540,912.00.
Earnings from industries and farms (approximately),	\$517,200.00.
Net cost,	\$1,023,712.00.

## COMMENT

1. At Joliet one sees the old idea and the new idea of prison construction vividly contrasted. It is to be hoped that the last of the prisoners will soon leave the old prison for the new plant at Stateville.

Here a radical departure in prison construction has been made. It provides a unity of plan that only the Minnesota prison now has. The construction makes it possible to maintain the highest degree of sanitation with minimum effort. Cell blocks, shops, mess hall and kitchens, and in fact every unit of the plant, are so designed as to produce healthful conditions and at the same time assure ease of operation and control.

The plant when finished will be so huge that there will be the danger, noticeable in so many large prisons, of the individual prisoner being swallowed up in the processes of a great machine. The division into comparatively small cell blocks, each housing about 250 men, tends to offset this danger.

While a prison plant is only a tool and should never be an end in itself, it is obvious that a good prison system has more chance of success in a good prison plant than in a poor one. Most of the large prisons of the country are handicapped by plants which they have long since outgrown. At Joliet the authorities will have facilities adaptable to almost any type of prison program or system of control.

2. It is difficult to weigh accurately the practicability of the progressive merit system which the Joliet authorities claim is the backbone of their whole plan. The basic idea is to advance a prisoner through various stages of restraint to final liberty. Progress is planned from a restricted detention period through stages where the prisoner is quartered successfully in a single cell, a cell for four men, a cell for eight or ten, a cottage for twenty or thirty and a farm



for a still larger group. The theory is that in each successive stage the social relationships of the prisoner will be increased, and that he will develop from the individual or non-social attitude to the social state of mind, in which the prisoner must be before he is ready for release.

However, experience has shown that social training and the social viewpoint do not necessarily come with lessened restraint, or with life in a large rather than a small group. Human nature is too complicated and in a prison there are too many other factors involved. Such a plan must naturally be flexible enough to take account of individual differences. It must also meet the practical difficulties involved in the continual transfer of prisoners from one cell house to another. Efficient operation often makes it desirable that men assigned to the same work live in the same cell house.

Whether the basic theory is sound or not, the method by which the rate of progress is to be determined under the Joliet plan is open to question. A system of basing progress on marks or credits, which must be given by subordinate officials, has the weaknesses which appear wherever marks are given. Many educational institutions employing a high class of teachers have replaced a system of exact markings by approximate markings, although intellectual progress is, by comparison with progress in character development, easy to measure.

One cannot be optimistic over the possibility of finding prison guards and shop foremen who can successfully indicate a prisoner's real progress by marks, even if each guard or foreman is to supervise and mark a very small group. This is manifestly impossible, considering the ratio of prisoners to employer in any prison.

Any such marking system is in danger of settling finally to a perfunctory level where a prisoner gets practically the same mark, day in and day out, unless his work or conduct is conspicuously good or strikingly bad. If this happens the result

is inevitable: the old dead level of prison work and conduct, with advancement a matter of time rather than of worth.

In spite of these doubts as to whether or not the system will ever produce the results expected of it, it should be recognized that it represents an attempt to get away from the usual automatic process of grinding a man through the prison. A condition of success is the intelligent and sympathetic cooperation of the whole prison staff and real acceptance of the system by the prisoners. The attitude of the prisoners toward earning marks will depend largely on the attitude taken by the parole authorities in giving weight to these marks.

3. The industries are in the main good ones and at the new prison they will occupy as modern shops as can be found inside or outside of prisons. There is little idleness at present at Joliet. For some years a large group of prisoners will probably be employed on construction work.

The farms have room for considerable expansion. They are already a valuable aid to maintenance and furnish men good training.

Those prisons whose industries are most profitable consider compensation for prisoners a necessary factor in their success. Several of these prisons are in nearby states; yet Joliet provides no compensation for its prisoners.

4. The outdoor recreational program and the educational work are now restricted in comparison with the accepted standard for prisons of the size and importance of Joliet. The new plant will afford facilities for the expansion of both. Such an expansion should be a primary factor in making the prison effective. The educational work should especially aim at trade education in addition to the present common school work. Illinois, as California has done, can call on universities for aid through their extension departments.

5. While Joliet cannot fairly be called a "hard-boiled"

prison, the discipline is rigid and the punishments severe. The Illinois prisons are the only ones covered in this book where men in the punishment cells are handcuffed to the doors for as long as twelve hours a day. The period of confinement in "solitary" is longer than many prisons consider necessary. On the other hand, the punishment cells at the new prison are as good as one can find in any prison. They are light, well ventilated from outside windows and thoroughly sanitary.

6. Conditions at the old prison have inevitably tended to produce a low morale. If, when the new prison is completed and the whole population is transferred there, the system of discipline does not contain some of the needlessly rigorous features which characterize and are still practised at the old prison, a better morale can be hoped for. The admirable living and working conditions, the space available for outdoor exercise, the facilities for educational work, the opportunity to produce mental and physical well-being—all these can be used in the development of a really strong morale.

NOTE.—The killing of Deputy Klein and the escape of seven men in May, 1926, resulted in a grand jury investigation of the prison, the Department of Public Welfare and the Division of Pardons and Parole. Warden Whitman was replaced by Superintendent of Prisons Elmer J. Green. There was a widespread demand that C. H. Jenkins, Director of the Department of Public Welfare, and William Colvin, Superintendent of the Division of Pardons, be removed.

## JOLIET, ILLINOIS—WOMEN'S PRISON

Visited August 20, 1925.

For many years the women were confined in a section of the men's prison at Joliet. About thirty years ago a prison for women was built across the street from the old prison. It is the same general type of building as the men's prison.

The quarters for the superintendent occupy the front of the prison. The commissary department, store room and laundry are on the ground floor of the main building and the cell house on the second floor. The cells have outside windows and are equipped with electric lights, lavatory and toilet. The corridor between the cells is used for recreational purposes; religious services and entertainments are also held there. The prison as a whole is very well kept but in arrangement it is nearer the type of men's prison than most of the prisons for women found in other states.

The work done by the women consists largely of laundry, sewing, gardening, housekeeping, weaving, canning and flag making.

The superintendent, Mrs. C. Elinor Rulien, was appointed in October, 1921. She is assisted by a chief clerk and eight matrons.

The pay of all the employees is low. There is no pension system.

There were only 52 women prisoners, about half of whom are colored.

The rules and regulations and discipline are essentially the same as in the men's prison, except that the women are

permitted an hour and a half of outside recreation every day.

The diet appeared good. Recreation and entertainment, though restricted by the quarters, are reasonably adequate. In general the health of the women seems to be well cared for. Classes are held once a week, in arithmetic, spelling, shorthand, bookkeeping, and other grade school studies. In a prison as small as this the relationship of the superintendent and the head officers is much closer than it can be in larger prisons. Whatever there is in this institution of constructive value must consist largely in such a relation. The prison as a whole, in arrangement, in regulations and in discipline, appears to be patterned after the men's prisons of the state.

## MENARD, ILLINOIS

Visited August 17, 1925.

The Southern Illinois Penitentiary was established in 1878. Menard, the prison post office, is about 60 miles south of St. Louis. This penitentiary was intended to take the prisoners from the southern counties of the state.

### I

#### GROUND AND PLANT

The prison faces the Mississippi River. The central administration building and the cell house on either side of it, are of yellow sandstone. Most of the other buildings are of brick, and are built along a street behind the cell houses. The prison yard covers  $11\frac{1}{2}$  acres; in the back are the stone quarry on one side and barns on the other. There is one stone quarry outside the walls. The rear wall of the prison runs over the hill out of which rock is quarried.

**1. Housing**—While one cell house was built in 1878 and the other ten years later, the two are identical in every respect. Each contains 400 cells on four tiers. The cells are  $7 \times 4\frac{3}{4}$  and  $6\frac{1}{2}$  feet high. There is no plumbing, so that buckets have to be used.

The cells have double-deck bunks with mattresses and



blankets. The men are permitted to decorate their cells and add to the furniture, within certain limits.

In old cell houses, arrangements for ventilation are always below the lowest standards accepted today. The general sanitary condition of the cell houses however is very good, considering their age and type.

**2. Farms**—There are two farms, one covering 300 acres on the hill behind the prison, and the other 800 acres near the river.

## II

### ADMINISTRATION

**1. Control**—The prisons are under the Department of Public Welfare of which C. H. Jenkins is Director. The immediate direction of the prisons is exercised by divisions headed by the Superintendent of Prisons, Elmer J. Green, the Superintendent of Pardons and Paroles, William Colvin and the State Criminologist, Dr. Herman Adler.

**2. Warden**<sup>1</sup>—The State Superintendent of Prisons, E. J. Green, has been acting warden since January 1, 1925. Mr. Green was for a number of years sheriff of Lake County. He has a first assistant, Oscar Miller.

**3. Deputy**—The second assistant warden, W. A. Conrad, has the duties which belong to the deputy in most prisons. He has had eleven years' experience as a prison guard and was appointed to his present position in July, 1925.

**4. Guards**—There are 76 guards, appointed by the Department of Public Welfare from civil service lists. The guards work twelve hours a day.

**5. Other Employees**—There are 31 other employees, including doctors, chaplains, farm and industrial superintendents and clerks.

<sup>1</sup> F. R. Wœlfle has since been appointed warden.

### 6. Salaries and Pensions—

Warden.....	\$5,000, quarters and maintenance
Deputy.....	2,040, personal maintenance
Guards.....	1,200 to \$1,380 and meals
Doctor.....	2,400 and meals
Dentist.....	2,100 (two dentists, both part time)
Chaplain.....	1,560
Supt. of Industries...	2,100
Farm Superintendent	1,920
Steward.....	1,800

There is no pension provision.

## III

### PRISONERS

**1. Population—**There were 1441 inmates at the prison on August 16, 1925.

The report for the fiscal year ending June 30, 1924, shows 379 prisoners received during that year. An analysis of this group is contained in the following tables:

#### Ages at time of commitment:

Under 20 years...	13	30 to 39 years...	99
20 to 24 " ...	111	40 to 49 " ...	53
25 to 29 " ...	80	50 and over.....	23

#### Nativity:

Native-born...	349	Foreign-born...	29
Unascertained.....			1

#### Race:

White...	202	Negro...	74	Other races...	103
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#### Education:

Illiterate.....	34	High school...	38
Common school...	298	College.....	9

**Sentences:** The authorities state that tabulation showing period of sentence is made for the state as a whole.

Death sentence: In Illinois executions take place in the county jail of the county where the crime was committed. Records of executions are not a part of the records of the state prisons.

The method of execution in Illinois is hanging.

**2. Classification**—The men are graded under the Progressive Merit System.

**3. Insane**—The insane are transferred to the state hospital.

## IV

### DISCIPLINE

**1. Rules and Regulations**—A copy of the printed rules is furnished to each prisoner. The Progressive Merit System is in use here, as at Joliet. There is no general silence rule, but talking is forbidden in line and in the mess hall. Smoking is permitted in classes A, B, and C. All A and B men may have visitors twice a month, and write one letter a week. Class C men may have one visit and write two letters a month. Class D and E men may write one letter a month and have visitors only by special permission. Visits are held under guard, prisoner and visitor being separated by a table with partition below. Newspapers are permitted.

**2. Punishments**—The usual punishments are loss of privileges, loss of "good time," reduction in grade (involving loss of privileges), and solitary confinement on bread and water in the punishment section. The usual period of confinement is one to five or six days, and in extreme cases, fifteen days. The punishment cells are not dark or badly ventilated. Outside the grated door is a solid wooden door, but there is direct ventilation from the open air. Prisoners are sometimes handcuffed to the grated door facing the wooden door, the hands fastened about waist high. This punishment is for twelve hours a day.

## V

## HEALTH

1. **Hospital**—The hospital occupies a three-story building in the center of the yard. It has a general and a tuberculosis ward, a number of private rooms, operating room, baths and toilet facilities. It is ample in size and reasonably well equipped, but in upkeep it falls far below the better prison hospitals.

2. **Medical Staff**—The doctor and dentist are both on part time. The prison has the part-time services of a psychiatrist under the state criminologist. The state surgeon performs operations.

3. **Psychological Work**—

(1) *Mental Tests*—Mental tests are given to every prisoner upon arrival. Only partial use is made of the findings in connection with work assignment, discipline, education, etc.

(2) *Psychiatric Work*—The psychiatric work here, carried on by representatives of the state criminologist, is not as extensive as at Joliet, but there is an approach to a general psychiatric program, with some relation to work assignment, discipline, education and discharge or parole.

4. **Commissary**—The mess hall, kitchen and bakery occupy a one-story building. The mess hall has good light and ventilation, but the construction of kitchen and bakery is such that they are dark and poorly ventilated. Neither kitchen nor bakery are up to modern institutional standards, and proper sanitary conditions are difficult to maintain.

In the mess hall the men sit facing one way, and talking is not permitted. Table dishes are of enamel ware. As the men pass out, under observation by a guard, they drop their knives, forks and spoons into a box.

The products from the prison farm and dairy make some contribution to the variety of the diet.

**5. Baths**—There are 40 showers in the bath house, and several in the boiler house. The bath house is not in very good condition and is soon to be improved. One bath a week is required, and daily baths are permitted some of the men doing dirty work.

**6. Recreation**—There is space in the yard for a baseball diamond. The hours of recreation are from 1:00 to 5:00 P.M. on Saturdays, and all morning on holidays. There is none on other days, except for the baseball team, which practises daily in the summer. They play outside teams on the prison diamond. There is no recreation in winter.

**7. Entertainments**—Moving pictures are shown every Saturday afternoon in winter. The prison band plays on Sunday. There are occasional lectures and concerts by outsiders.

## VI

### INDUSTRIES

**1. Workshops**—While the workshops are in old buildings they are well lighted and ventilated, and there is no crowding. Working conditions appeared on the whole to be satisfactory.

**2. Character**—Clothing and knit goods are manufactured for the inmates of this and other institutions of the state, and for sale in the open market. Brick is manufactured and stone quarried and crushed for sale and for state-use. Farm and dairy products are for maintenance only.

**3. Employment**—On August 15, 1925, the total population of 1,443 was assigned as follows:

Clothing shop....	84	Rock crusher....	95
Knitting shop....	45	Farm, stables, etc.	65
Brick yard.....	50	Maintenance, sick,	
Quarry.....	767	etc.....	337

There is an idle company of disabled or troublesome men numbering about 100. These men spend the working hours under a special guard in the yard near the stables. There is not enough work in the quarries for the men assigned there, and a large part of this detail is in effect an idle company.

**4. Compensation**—There is no compensation for prisoners.

## VII

### EDUCATION

**1. Library**—The library, which is not up to better prison library standards, contains 4,575 volumes. A few magazines are obtained by the prison.

**2. School**—The first eight grades are covered in the prison school. Attendance is voluntary, and those who attend study in their cells. One and a half hours daily for five days a week are set aside for recitations, except in summer. School is held in the chapel, and is supervised by the chaplain and two other officers.

**3. Other Courses**—A few men are taking correspondence courses.

## VIII

### RELIGION

**1. Chapel**—On the second floor of the administration building is a large room which serves as chapel and which is also a general assembly room. It is light and fairly well ventilated.

**2. Chaplain**—The prison has a chaplain on full time, and visiting Lutheran and Catholic clergymen.

**3. Services**—Services are held every Sunday morning, the chaplain or the visiting clergyman officiating.



4. **Other Agencies**—There are no outside religious agencies working at the prison.

## IX

## TRAINING IN CITIZENSHIP

There is no system of inmate community organization to train men for the responsibilities of citizenship.

## X

## PAROLE

On parole, October, 1922.....	251	
Paroled 1922-24.....	662	913
Defaulters returned.....		72
Defaulters in custody awaiting trial.....		114

## XI

## COST

Gross cost for the biennium ending June 30, 1925....	\$1,265,720
Earnings from industries and farms.....	532,244
Net cost.....	<u>\$733,476</u>

## COMMENT

1. The prison organization includes a warden, and two assistant wardens; the second assistant has the duties usually devolving upon a deputy warden.

2. The state of Illinois is quite able to develop coordinately its two prisons for men. Joliet may be the main, and Southern Illinois Penitentiary only the side show, but

a prison with upwards of 1,500 men, even though second in size and isolated in position, cannot wisely be neglected.

3. The influence of location on general interest in a prison can be seen in almost any state that has more than one state prison. The prison situated in or near a great center of population receives an amount of attention quite out of proportion to that given the more isolated prisons. Joliet is not only near the larger cities of the state, but it has received additional attention in recent years because of the new prison plant. Attention has therefore been diverted from the Southern Illinois Penitentiary even more than normally. The result is a condition bordering on neglect.

It is not in the prison plant that this is most noticeable. The cell houses, considering their age, are in very good condition. The hospital, though somewhat crude and not so well kept as the better prison hospitals, would probably be brought up to the right standard if a doctor gave his entire time to the prison. Taken as a whole, the old plant appears well cared for.

4. The evidences of neglect are rather in the comparative failure to develop industries and those other features of a prison that have definite value in the process of social rehabilitation.

There is no adequate industrial program. The clothing and knit shops have no vocational value for men. They employ only a small number of inmates, and even those are not kept busy. The brick plant employs only 50 men, though it is a good type of industry and should be profitable. Over half of the men are employed in the two quarries, one inside and one just outside the walls. There is not nearly enough work for so many men, and the result is demoralizing idleness or semi-idleness. As at Joliet, there is no compensation for prisoners.

A considerable part of the quarry detail is in effect an "idle company." What is actually designated by that

name, a group of nearly 100 disabled, incompetent, or unworkable prisoners, is a tragic group. While it may be true that they cannot be worked effectively, something more beneficial could be done with them than the present arrangement. They spend their days loafing in the vicinity of the barns, leading a life which is inevitably softening and degenerating.

Compared with the industries at Joliet, those at the Southern Illinois Penitentiary lack variety and equipment. Only neglect over a number of years seems to explain the conditions here.

5. The educational work as a whole is much below that of many other states. The educational program should be expanded, and more emphasis placed on technical and vocational courses. A combination of correspondence or university extension courses and supplementary classes organized in the prison has proved effective elsewhere, notably in California.

6. Although outdoor recreation is generally conceded to have a beneficial effect upon mental and physical health and on morale, the hours here are more restricted than in most states. Many prisons find daily recreation periods beneficial.

7. This prison has the benefit of the psychiatric work carried on under the state criminologist, but it appears to be less closely in touch with his department than Joliet.

8. The discipline does not seem to be harsh or repressive. One practise, however, is open to criticism—that of handcuffing men to cell doors in the punishment cells for twelve hours a day. Illinois is one of the few states where prisoners are cuffed up at all, and is the only state, covered by this book, where this is customary for so long a period daily.

The rule enforcing silence in the mess hall has been successfully abandoned in many large prisons; it should not be necessary here.

9. The morale appears, everything considered, fairly good. It is, however, good only in the negative sense and it falls far short of being a constructive spirit.

While the Progressive Merit System is in use here, it appears to be carried on perfunctorily and as a matter of form. The worth of this system will therefore be determined at Joliet.

## MICHIGAN CITY, INDIANA

Visited October 10, 1925.

For many years Indiana had two state prisons, one at Michigan City established in 1860 and one at Jeffersonville in the southern part of the state. In 1897 the latter was turned into a reformatory so that for the past twenty-eight years the state has had but one prison, located in the outskirts of Michigan City on the shore of Lake Michigan.

### I

#### GROUND AND PLANT

Both the buildings and the wall are constructed of brick. Though some of the buildings are quite old and have been remodeled and other buildings erected at different dates, the buildings are arranged well and are more uniform in type and construction than is the case in most prisons erected over a long period. A liberal and wise use of paint on both the inside and outside of the buildings prevents the dingy, dreary appearance so characteristic of American prisons. The prison as a whole gives every evidence of being well kept; in this respect it is among the best prisons of the country. The walls enclose about 18 acres.

The hospital for the insane criminals joins the prison on one side.

**1. Housing**—There are two cell houses and three

dormitory buildings. There are 230 in one and 340 cells in the other cell house. These cells on five tiers measure  $8 \times 5\frac{4}{5}$  and  $6\frac{1}{2}$  feet high. Each one has a lavatory and a toilet of good quality and a spring bed, a bench or chair and a locker. The cell houses as a whole are clean and well lighted and ventilated.

The six dormitories are in old cell houses in which the old cell blocks have been torn out. A floor was built in about half way up so that each cell house provides two dormitories. Good toilet and washing facilities are provided in each dormitory. Each man is provided with a bed, a box and a chair. Taken as a whole these dormitories are from the standpoint of arrangement, upkeep and cleanliness, the best in any prison covered in this book. They are also the largest. Only 140 men are housed in each, though there is space for 20 more. Even if the space was fully occupied it would not be crowded as is so generally the case in prison dormitories.

**2. Farm**—Of the 2,100 acres, owned and leased, about 900 are cultivated. It is a well developed prison farm.

## II

### ADMINISTRATION

**1. Control**—The State Board of Trustees consisting of four members—two Republicans and two Democrats—is responsible for the prison, but for no other state institution. The members are appointed by the Governor each year for a term of four years. The members receive \$300 a year and traveling expenses not to exceed \$125 each. This board holds monthly meetings at the prison and is responsible for the policy of the prison administration and appoints and dismisses the warden. It also acts as a parole board.

**2. Warden**—W. H. Daly was appointed warden on



June 1, 1925. He had 26 years' service at the prison as chief clerk and guard including 12 years as deputy warden.

**3. Deputy**—H. D. Claudy was appointed on June 1, 1925. He had 15 years' experience as a guard including 10 years as assistant deputy.

**4. Guards**—There are 90 guards appointed by the warden without civil service rules. The day guards work 11½ hours and the night 12½ hours. The day guards have a half day off each week and a full day off every three weeks; the night guards two days off every twelve days.

**5. Other Employees**—Among the other employees are a doctor, chaplains, steward, farm superintendent, shop foreman and superintendents of different industries, parole officer and two field agents.

#### **6. Salaries and Pensions—**

Warden.....	\$5,000 quarters and maintenance
Deputy.....	3,000 and quarters
Guards.....	1,320 to \$1,584
Doctor.....	3,600
Chaplain (full time)..	1,800
Chaplain (part time)	600
Supt. of Industries...	2,400 to \$3,600
Shop foreman.....	1,800
Steward.....	2,100
Farm Supt.....	1,650 quarters and farm produce
Parole officers.....	2,400

There is no provision for pensions.

### III

#### PRISONERS

**1. Population**—There were on October 10, 1925, 1740 prisoners.

The report for the year ending September 30, 1925, shows

489 prisoners received direct from the courts. An analysis of this group is contained in the following tables:

**Ages:**

Under 30 years...	49	40 to 49 years...	92
30 to 39 " ...	293	50 and over.....	55

**Nativity:**

Native-born...	428	Foreign-born...	61
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The 61 foreign-born were contributed by 17 different countries.

**Race:**

White.....	394	Negro.....	95
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**Education:**

Illiterate.....	63	High school...	66
Common school...	349	College.....	11

**Sentences:**

Indeterminate...	427		
Determinate ....	41	Under 5 years.....	4
		10 years.....	2
		15 " .....	1
		25 " .....	2
		Life .....	30
		Death .....	2

Death sentence: Executions average about one a year.

The method of execution is electrocution.

**2. Classification**—The only classification is in grades. Men are reduced from first grade to second automatically when punished in certain ways. It takes three months to work back to first grade.

**3. Insane**—Men adjudged insane are transferred to the Indiana Hospital for Insane Criminals which is connected with the prison by a gate through one of the side walls. This hospital is in charge of a medical superintendent. Only the business administration is in the hands of the warden.

## IV

## DISCIPLINE

1. **Rules and Regulations**—The rules are general rather than minute and specific, as found in many prisons. Talking is more restricted than in many prisons today and attendance at chapel service is compulsory. With these exceptions the rules are proper and sensible. Following the rules is a statement in regard to the various grades and privileges given in connection with them.

2. **Punishments**—The methods of punishment are reprimands, loss of "good time," merit extension and solitary confinement on bread and water for from one to ten days. The solitary cells are large, light and clean. They have a good toilet and running water.

## V

## HEALTH

1. **Hospital**—The hospital is in a separate two-story building erected for the purpose. It contains a general, a surgical and a tubercular ward, a kitchen and an operating room, doctors' offices, etc. It is arranged well and adequately equipped. It compares favorably with the best prison hospitals.

2. **Medical Staff**—The medical superintendent of the hospital for the insane is the prison doctor.

3. **Psychological Work**—

(1) *Mental Tests*—These tests are not given, except to special cases.

(2) *Psychiatric Work*—There is no general program of psychiatric work.

4. **Commissary**—The kitchen and mess hall are in a

large building but separated from each other by a line of posts between which are metal folding partitions each of which can be raised or lowered as desired. The main mess hall has tables all facing one way for 1,180 men, the annex 300. The tables are white unfinished wood and the table dishes are heavy white ware.

The kitchen is well arranged and completely equipped. The department as a whole is well lighted and ventilated and a high standard of sanitation is maintained.

The dairy and farms make a substantial contribution to the variety and wholesomeness of the prison dietary.

**5. Baths**—There are 40 showers in the bath house. In ventilation and dressing space the bath house is hardly up to the rest of the prison. One bath is given weekly to the general population. Men working on the farm and in the twine shop and boiler room are given two a week.

**6. Recreation**—The only periods of recreation are Saturday afternoons and all day on holidays.

**7. Entertainments**—In the winter moving pictures are shown in place of the outdoor recreation. The inmates stage a show of their own once a year. Outside shows come to the prison occasionally.

## VI

### INDUSTRIES

**1. Workshops**—The workshops vary from buildings that date far back in the history of the prison to one that is up to modern factory standards in every respect. With one exception all are well lighted and ventilated and the working conditions are good.

**2. Character**—Some of the industries are on the state-use, others on the state-account and two shops are on the contract basis. The contracts are with the Karpen Furniture

Co. of Chicago and the Reliance Manufacturing Co. The contract makes the prison the manufacturing agent of these companies.

**3. Employment**—On October 10, 1925, the men were employed as follows:

**Contracts:**

Chair shop.....	319	Farm and garden.	66
Shirt shop.....	357	Sick.....	27
Twine shop.....	177	(Insane hospital)	240
State-use shops and prison maintenance.....			554

**4. Vocational Training**—There is some vocational training in certain shops and on the farms but no system of training has been organized.

**5. Compensation**—The men are paid from 3 to 18 cents a day. The total paid for the year ending September 30, 1924, was \$70,181.30.

## VII

### EDUCATION

**1. Library**—There is a library of about 8000 volumes. The State appropriates \$750 annually for this purpose.

**2. School**—A school is conducted four evenings a week from 6:00 to 8:00 P.M. The chaplain supervises the work and has 12 inmate teachers in charge of the different classes.

**3. Other Courses**—A few men are taking correspondence school courses.

## VIII

### RELIGION

**1. Chapel**—The chapel is unique among prison chapels as it resembles a church both inside and out. It seats, how-

ever, only 1,150 men. While it is used as an auditorium it is much more satisfactory as a place for religious services than the chapels of most prisons.

2. **Chaplains**—There is a full-time and a part-time chaplain.

3. **Services**—Catholic and Protestant services are held every Sunday. The chaplain also conducts a Bible class.

4. **Other Agencies**—There are none.

## IX

### TRAINING IN CITIZENSHIP

There is no training in the responsibility of citizenship by inmate community organization.

## X

### PAROLE

During the year ending September 30, 1925, 613 prisoners were paroled; 53 were declared violators and 62 were returned. The board of trustees acts as the parole board of the prison. Parole reports are made monthly. Men are paroled both to individuals and to organizations.

## XI

### COSTS

Gross cost for the fiscal year ending September 30, 1925.....	\$403,831.82
Earnings from prison indus- tries, farms, etc.....	77,957.45
Net cost.....	<u>\$325,874.37</u>



## COMMENT

The construction of this prison extended over a considerable period of time but in arrangement and types of buildings Indiana is handicapped less than most states where the building of the prison has been a long drawn out process. Few prisons in the country give such slight evidence of neglect and in no other is the evidence of good housekeeping more manifest.

Indiana has the most extensive dormitory system found in any prison covered in this book. The dormitories are not only the largest, they are the most livable and the best kept. A battery of shower baths in each would be a great improvement. If built in one corner of the room and a hood placed over them to draw off the moisture this arrangement should prove as satisfactory here as it has proved to be in the cell house at Marquette, Michigan.

It is unfortunate that the good standard of industrial efficiency found here should be based even in part on contract labor. Of the 676 men working on contracts 319 are working on furniture and 357 on making shirts. Indiana has avoided the serious mistake made by several states which abolished contract labor but passed no laws or made appropriations for new industries and demoralizing idleness resulted. Of the two Indiana contracts, the shirt contract is the more undesirable for men. Released prisoners may find work in furniture factories but not at sewing machine work. Steps should be taken to develop further the state-use and state-account industries so that contract labor may be given up altogether. A beginning has been made in paying men but the rates are not as yet adequate or as high as in Minnesota and Wisconsin. It is a significant fact that of the \$70,181.30 paid to prisoners in the year ending September 30, 1924, \$44,248.32 was sent by prisoners to dependents.

The hours of work for the guards,  $11\frac{1}{2}$  to  $12\frac{1}{2}$  hours a day, are obviously too long.

The hours for recreation are more restricted here than in most prisons. The contribution to mental and physical health of an adequate program of recreation is generally recognized today.

The rules here appear more sensible and the discipline as a whole more intelligently administered than in many prisons.

The insane hospital is somewhat more closely related to the prison both in plant and management than has been found desirable in many states. But the division of responsibility here, making the medical superintendent responsible for the handling of the men and the warden of the prison for the business end, seems to be a natural one. It should avoid to a large degree the tendency to make the discipline and handling of men in the insane ward essentially that of the prison as a whole, a tendency found in prisons where insane men are simply segregated in a ward.

This prison is one in which to a large degree the evils of the old prison system have been done away. The task that challenges the new administration is to make the prison a socially constructive and educational institution. An institution can hardly fulfil these functions when the regimen no matter how benevolent is imposed on the men. The cooperation of an organized inmate body must be had to get the best results. With such a morale as exists here such an organization could readily be effected and made effective in handling much of the inmate community life and in fulfilling the first purpose of the prison: training inmates to become socially minded and law abiding citizens.

## FORT MADISON, IOWA

Visited June 21, 1925.

The Iowa state prison was established in 1838 at Fort Madison in the extreme southeast corner of the state, far from the center of population. The original prison, one small cell house containing only a few cells, was enlarged in 1858.

### I

#### GROUND AND PLANT

Two buildings in front of the prison provide quarters for the warden and deputy and the administrative offices. In the walled enclosure, about 10 acres, an old cell house now being remodelled, is built parallel to the front wall and the two new cell houses along the side wall. Buildings of various types and materials occupy most of the yard space, except the recreation field.

**1. Housing**—There are three cell houses, two modern and one built early in the history of the prison. The modern cell houses completed in 1911 and 1925 are well lighted and ventilated. The cells 7 x 5½ and 8 feet high have good plumbing and a full grated front. One cell house contains 260 cells on four tiers, the other 400 on five tiers. A good standard of sanitation can easily be maintained in cell houses constructed as these are.

In the old cell house the original block is being torn out and 400 cells of modern construction are to be built.

**2. Farm**—The farm contains 2,000 acres of owned or

leased land. The products of the farm, gardens, dairy and live stock are used in the prison mess hall.

## II

### ADMINISTRATION

**1. Control**—The prison and 14 other state institutions are under the direction of the State Board of Control. This board, appointed by the Governor for a term of six years, is made up of the following members: A. M. McColl, Woodward; J. B. Butler, Fort Dodge; J. H. Strief, Sioux City.

The members are paid \$4,000 a year. Their office is in the State Capitol at Des Moines. The board appoints the warden and makes the general policy of the prison.

**2. Warden**—T. P. Hollowell was appointed warden in August, 1920.

**3. Deputy**—Wm. Schneider is the deputy warden.

**4. Guards**—There are 88 guards appointed by the warden, without civil service rules. The guards work on eight-hour shifts.

**5. Other Employees**—The principal officers, aside from those listed above, are a doctor, oculist (both part time), chaplains, superintendent of industries, shop foremen, farm superintendent, chief clerk and master mechanic.

#### **6. Salaries and Pensions—**

Warden.....	\$3,000 quarters and maintenance
Deputy.....	1,800 and quarters
Guards.....	960 to \$1,080
Doctor.....	1,500 (part time)
Oculist.....	600 (part time)
Chaplain.....	300 (part time)
Chaplain.....	1,500
Supt. of Industries...	3,500
Shop foremen.....	1,200 to \$1,500
Chief Clerk.....	1,800

There is no provision for pensions.

## III

## PRISONERS

**1. Population**—There were on December 1, 1925, 1,005 prisoners. The following analysis is given of the 505 prisoners received during the biennium ending June 30, 1924.

**Ages (at time of commitment):**

Under 20 years...	7	40 to 49 years.....	82
20 to 29 " ...	79	50 and over.....	70
30 to 39 " ...	267		

**Nativity:**

Native-born...	452	Foreign-born.....	53
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**Education**

Illiterate...	33	Grammar school.....	472
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**Race:** Data not available.

**Sentences:**

Indeterminate.	None.		
Determinate		Less than 5 years.....	100
		Between 5 and 10 years..	166
		" 10 " 20 " ..	119
		" 20 " 30 " ..	53
		" 30 " 40 " ..	18
		Life.....	49

**Death sentences:** During the biennium six men were executed by hanging.

**2. Classification**—The only classification is the grading in connection with the prison discipline.

**3. Insane**—Men adjudged insane are transferred by order of the State Board to the Department for Criminal Insane, Men's Reformatory, Anamosa, Iowa.

## IV

## DISCIPLINE

**1. Rules and Regulations**—A printed book of rules is supplied to each prisoner. The rules are minute and de-

tailed. There are 93 rules and a list of 54 different offenses are enumerated. The silent system obtains except on the recreation field or in a cell where two prisoners are quartered.

**2. Punishments**—For lesser offenses men lose "good time" or a reduction in grade or both. Men in second grade are dressed in plaid suits and third grade men wear striped clothing. Both grades involve a loss of privileges, the third grade practically all privileges. They are fed in a separate section of the mess hall and are housed in third grade cells.

Other offenses are punished by confinement in punishment cells on a bread and water diet.

## V

### HEALTH

**1. Hospital**—The hospital is situated over the library and schoolrooms. The main ward is well kept and rather more pleasant than many prison hospitals. The equipment for operating room and laboratory is not up to the standard of the better prison hospitals.

A screened shelter in the prison yard is used as a tubercular ward.

**2. Medical Staff**—A local doctor is retained on a part-time basis, an oculist visits the prison regularly, the dentist when called.

**3. Psychological Work—**

(1) *Mental Tests*—The Binet-Simon test has been used to some extent.

(2) *Psychiatric Work*—There is none.

**4. Commissary**—The kitchen and bakery are well cared for considering the construction which is not modern in most respects. The ice chests are small and quite inadequate.

The mess hall ceiling is rather low, the lighting and ven-



tilation appeared below accepted standards. The tables, made of black stone, are arranged so that the men are seated all facing one way. Conversation is not permitted during meals. The seating capacity is about half of the present population.

The farms and gardens make a considerable contribution to the prison dietary.

**5. Baths**—The bath house contains 30 showers. One bath weekly is required though some men are permitted to bathe more frequently.

**6. Recreation**—The recreation field is fair in size. Periods for recreation are one hour at noon and Saturday and Sunday afternoons and holidays.

**7. Entertainments**—Moving pictures are shown during the winter.

## VI

### INDUSTRIES

**1. Workshops**—One new workshop, completed in 1925, is up to the best modern factory standards. Some of the other workshops are old and in need of complete remodelling.

**2. Character**—Some of the industries are on state-use, some on state-account and one is on the contract basis. A state law prohibits contract labor after June, 1927.

**3. Employment**—On December 1, 1925, some of the men were employed as follows:

Shirt (contract) . . . .	239	Brush and broom . . .	2
Tailoring (state-use)	45	Chair and Furniture	262
Shoe . . . . .	16		

**4. Compensation**—The State pays wages to prisoners totaling from \$4,500 to \$5,000 monthly.

## VII

## EDUCATION

1. **Library**—The library, housed in the school contains about 6,500 books. The report indicates an unusually large circulation.

2. **School**—The school rooms are under the hospital. The rooms are connected with the cell houses so that they may be used at night. The work covers the eight grades. The school is supervised by the chaplain and the teaching is done by 14 inmate teachers who are paid \$5 a month for this work.

## VIII

## RELIGION

1. **Chapel**—The chapel, located over the mess hall, is used for entertainments as well as for religious services. The building is an old one and the light and ventilation only fair. The seating capacity is quite inadequate for the present population.

2. **Chaplains**—The full-time chaplain (Protestant) supervises the school work. A Catholic chaplain conducts services once a month.

3. **Services**—On account of the size of the chapel two services are held every Sunday. A Bible class enrolls 132 men.

## IX

## TRAINING IN CITIZENSHIP

There is no system of inmate community organization to train men for the responsibilities of citizenship.

## X

## PAROLE

Paroles are granted by the State Board of Parole, consisting of L. A. Jensen, Forest City; E. C. Hamilton, Winterset; George M. Simpson, West Union.

During the biennium ending June 30, 1924, 683 men were paroled, 50 were declared violators and 71 were returned.

## XI

## Cost

Gross cost July 1, 1922 to	
June 30, 1924.....	\$708,734.93
Earnings of farm and in-	
dustries .....	<u>149,704.63</u>
Net cost.....	\$559,030.30

## COMMENT

Substantial progress has been made in the modernizing of the prison plant. The two new cell houses, the remodeling of an old cell block, the new workshop and remodeling of certain old store rooms has brought these parts of the prison up to a good standard.

A new commissary including mess hall, kitchen and bakery, is needed. The old chapel, inadequate in size, imperfectly lighted and ventilated, should be replaced. Some of the old buildings scattered about the yard are both unsightly and poorly adapted for their purposes. However many of the larger and most costly parts of the rebuilding program have already been accomplished.

The industries constitute an unusually serious problem.

The present industries now employ only about half of the population and in 1927 the shirt contract must terminate which means that industries must be developed to use the 239 men now working on the contract or the number unemployed will be substantially increased.

The second largest industry, the furniture factory, is said to be on the state-account basis, that is, the products are sold on the open market. Considerable opposition has developed to this industry. This opposition appears to be centered in a group of manufacturers who have been recently fined by the Federal Government for price fixing. It is by no means clear therefore that the opposition is just in its contention that the prison is competing unfairly with outside industry. A considerable number of states, much larger than is generally realized, are operating their prison industries all or in part on state-account basis.

For a population of about 1,000 prisoners 300 would ordinarily cover both maintenance details and those unable to work. At present only about 500 are reported as at work on industries and the industry (contract) employing nearly half of this number is to be terminated in June, 1927. The real problem appears therefore to be the development of new industries for approximately 500 men. In accomplishing this difficult task the experience of some of the nearby states should be helpful.

A beginning has been made in paying the prisoners but it has not been worked out as completely or as satisfactorily as in Minnesota, Wisconsin or Michigan.

One thing is commendable, the paying the inmates who teach in the prison school. The wage should be higher but it is a recognition of the value of this type of service not noted in any other prison.

The rule books of a number of midwestern states, Iowa among them, give evidence of a common origin. The 93 detailed rules and a further list of 53 separate offenses is

more than ample as a list of things permitted and forbidden. Such a formidable supply of rules is in marked contrast to the few general rules found necessary and desirable today in many large prisons. The rules are not only minute to the point of being repetitious but they provide a silent system that is still found, it is true, in a few prisons in the country today but in most prisons was given up about a decade ago as equally undesirable and unnecessary and as unenforceable. The discipline appears to be characterized by a great deal more repressiveness than is found in most prisons today and increases very materially the degree of monotony (inherent in prison life at its best) to a point where it is likely to increase the number and seriousness of disciplinary cases.

This prison has apparently adhered rather closely to the disciplinary ideas prevalent a decade ago. In a few other states the same condition is found but most prisons have found a less repressive system has made the discipline more effective and the administration much easier. The state has recognized the need of improving its prison plant and has already accomplished a large part of its program of building and remodeling. The need for better and larger industries is also recognized. It is not equally clear that the urgent need of fundamental changes in its disciplinary system is receiving equal consideration.

## LANSING, KANSAS

Visited July 24, 1925.

The Kansas State Penitentiary was established in 1861 at Lansing, thirty miles north of Kansas City.

### I

#### GROUND AND PLANT

The administration building and the cell houses on either side are of brown stone. The numerous buildings in the prison enclosure are arranged along streets, making for a more orderly appearance than is usual in prisons where construction has continued at intervals and various kinds of building material is used. Brick, stone and reinforced concrete have been used here and the buildings vary even more in type than in material.

The prison walls enclose about 10 acres. Just outside of the walls are the coal mine and the new power plant.

**1. Housing**—There are four cell houses in use, and a fifth under construction. The oldest cell house has cells on four tiers, each 4 x 7 and 7 feet high. This house is used chiefly for trustees. The doors of the cells are not locked, and many of them have been removed. In the east house the cells are larger, but are not of modern construction and have no plumbing, necessitating the use of the old bucket system.

The north wing, or "dormitory," has cells or recesses



9 x 7 and 8 feet high. There is a partition between these cells, but there are no bars or doors along the galleries, the entire front being open. The baths, lavatories, and toilets are built in units on each of three tiers.

Cell house No. 2 is a disciplinary building in the yard. Its cells are built along the outside walls with a corridor between. There are 29 cells, 9 x 7 and 8 feet high, housing 62 men.

The north wing has spring beds, but the other sections have beds consisting of straw-filled ticks on slats. Sanitary conditions in the north wing are excellent, but the age and construction of the others make the maintenance of acceptable sanitary conditions difficult.

There are at present 792 cells. A modern cell house, now being constructed, will have 176 cells on ten tiers.

**2. Farm**—The prison has 2000 acres of land, about 500 of which are under cultivation.

## II

### ADMINISTRATION

**1. Control**—The State Board of Administration is responsible for all state institutions. The personnel consists of the Governor and three members who give their entire time to administrative work, receiving \$3,500 a year plus travelling expenses.

The present members are:

Charles S. Huffman, Topeka, Kan.

Lacy M. Simpson, Topeka, Kan.

H. E. Peach, Topeka, Kan.

The board is scheduled to meet at the prison every other month. The Governor appoints the warden.

**2. Warden**—W. H. Mackey was appointed warden in April, 1925. He had been a United States marshal, a sher-

iff, and was for two years deputy warden of the Federal Penitentiary at Leavenworth.

**3. Deputy**—R. H. Hodspeth was appointed deputy in April, 1921. He had served the prison for 12 years in the capacity of guard, record clerk, and parole officer.

**4. Guards**—There are 51 guards, on 12-hour shifts. They are appointed by the warden without civil service examination.

**5. Other Employees**—Besides the above, the prison staff includes the doctor, chaplain, chief engineer, twine plant superintendent, farm superintendent, construction engineer, steward, chief clerk, parole and record clerk.

## 6. Salaries and Pensions—

Warden.....	\$3,000 quarters and maintenance
Deputy.....	2,400 and quarters
Captain of guards....	1,560 to \$1,680
Guards.....	1,200 and 2 uniforms yearly
Doctor.....	2,400 quarters and maintenance
Chaplain.....	1,950
Chief engineer.....	2,000
Supt. of twine plant..	2,400
Farm supt.....	1,500
Steward.....	2,000
Chief clerk.....	2,400
Parole and record clerk.....	2,160

There is no pension system.

## III

### PRISONERS

**1. Population**—On July 24, 1925, there were 1435 inmates, 77 of whom were in special quarters for the insane.

The report for the biennial period ending June 30, 1924, shows 812 prisoners received during that period. An analysis of this group is contained in the following tables:

**Ages when received:**

Under 20 years...	61	30 to 39 years...	220
20 to 24 years....	167	40 to 49 " ...	110
25 to 29 " ...	183	50 and over.....	71

**Nativity:**

Native-born...	764	Foreign-born...	48
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The 48 foreign-born were contributed by the following countries:

Mexico.....	14	Canada.....	6
Germany.....	8	11 other foreign countries.	20

**Race:**

White...	617	Negro...	182	Other races...	13
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**Education:**

Illiterate.....	53	High school...	114
Common school...	613	College.....	32

**Sentences:**

Indeterminate...	692	Under 5 years.....	65
		Between 10 and 20 years..	15
Determinate.....	120	" 25 " 35 " ..	6
		40 and more.....	3
		Life.....	31

Capital punishment was abolished in Kansas in 1872.

**2. Classification**—There is no system of classification of prisoners.

**3. Insane**—Outside the prison walls, in a separate enclosure, are 69 insane prisoners, and 8 who have not yet been adjudged insane. They have special keepers, and though officially a part of the prison population, are separated from it.

## IV

## DISCIPLINE

1. **Rules and Regulations**—The rules are not printed. There is no silent rule. Visits are permitted once a month, and two letters may be written weekly, the rules in both cases being quite flexible. Visits are held in the deputy's office, under guard, but without any intervening screen. Newspapers are permitted.

2. **Punishments**—The usual punishments are loss of privileges, transfer to disagreeable work, transfer to cell house 2, the punishment section, and confinement on bread and water in the "jail," which consists of two dark cells, badly ventilated and not fit for use. Cell house 2 is used for the majority of serious disciplinary cases. It is an old building, with a walled stone yard adjoining, where the prisoners break stone by hand on a daily task basis. Along one side of this yard is a series of cages where some of the men are locked in while breaking stone. Men in this cell house receive the regular fare, but are fed in their cells. They wear stripes and have no privileges.

## V

## HEALTH

1. **Hospital**—A new hospital building with three stories and a basement has just been completed. In construction and equipment it is in line with outside hospital standards. Its general and tuberculosis wards, private rooms, diet kitchen, dining room, operating rooms and offices provide facilities that are adequate in every way.

2. **Medical Staff**—The prison employs a full-time doctor; the present prison physician has had experience in psychiatric work. Two prisoners take care of the dental work.

### 3. Psychological Work—

(1) *Mental Tests*—The Army Alpha tests are given to every prisoner upon arrival. The findings are referred to in making work assignments and in cases of discipline, and appear on each man's record when he comes before the board for release.

(2) *Psychiatric Work*—The doctor has had special training in psychiatry. His findings are used in connection with work assignment, discipline, etc. His other duties, however, do not permit a complete psychiatric study of every prisoner.

4. **Commissary**—The commissary occupies the first floor of one of the older buildings. The mess hall is clean and neat, considering the age and type of the building. The tables have white oilcloth covers and aluminum dishes, and the men sit facing each other at meals. The kitchen is somewhat crowded and inconveniently arranged; lighting and ventilation are only fair.

Produce from the farm and dairy are used to supplement the ordinary diet. Fresh vegetables are served, but butter is not. The pork that is raised is sold, and cheaper cuts are purchased for prison use. Prisoners are not allowed to buy groceries.

5. **Baths**—There are 24 showers in a section of the laundry, and others at the mine shaft. The north cell house has 12 showers. A weekly bath is required, and about 75 per cent. of the prisoners, including the mine workers and those quartered in the north cell house, can bathe as often as they wish.

6. **Recreation**—There is a fair sized baseball diamond with bleachers. The prison team goes outside the walls to play outside teams. Football is played in season. The hours of recreation in summer are from 4.15 P.M. to sunset on weekdays: 11.15 A.M. to sunset on Saturdays, and all day on Sundays and holidays. During the winter months pris-

oners are allowed in the yard when the weather permits. Those in the north and south cell houses have the freedom of the cell blocks.

**7. Entertainments**—Moving pictures are shown every Saturday afternoon in winter. Entertainments by outsiders are rare, and prisoners do not stage shows of their own.

## VI

### INDUSTRIES

**1. Workshops**—The twine shop, built in 1913, is a one-story building of the usual type. It has good light and air, and the working conditions are about on a par with similar industries on the outside.

The laundry here is classed as an industry. It has fair equipment and working conditions.

**2. Character**—There is no contract labor, all the industries being conducted on the state-use and state-account plan. The principal industries are the coal mine, the binder twine plant, the brick plant and the laundry, which does work for a Kansas City hospital as well as for the prison. The new concrete cell house is being built by prison labor.

**3. Employment**—The total population (1,435 on July 24, 1925), is distributed industrially as follows:

Coal mine.....	337	Farm.....	66
Twine plant.....	115	Maintenance.....	432
Brick plant.....	100	Stone breaking.....	45
Laundry.....	90	Insane, idle, or semi-idle..	141
New construction.....	109		

**4. Vocational Training**—The nature of the industries is such that there is some vocational training incidental to them.

**5. Compensation**—Prisoners receive compensation at the rate of  $3\frac{3}{4}$  cents a day. Some of those working in the mine



are paid \$1.50 a ton for all coal mined beyond a fixed task. About 125 men in the mines earn something, a few as much as \$80 a month. The total amount earned by the mine men is about \$17,000 a year.

## VII

### EDUCATION

1. **Library**—There are 4,000 books, rather a poor selection and in poor condition. Magazines are supplied by the prison, and newspapers are subscribed to by the prisoners.
2. **School**—There is no school program at present.
3. **Other Courses**—A few prisoners are studying correspondence courses.

## VIII

### RELIGION

1. **Chapel**—The chapel, located over the mess hall, is used also for entertainments and moving pictures. It is quite inadequate for the present population, having a seating capacity of only 750. The chaplain's office and the library are at the rear of the chapel.
2. **Chaplain**—The prison has the services of a full-time Protestant chaplain and a visiting Catholic priest.
3. **Services**—Services are held every Sunday morning. The chaplain also conducts a Sunday school.
4. **Other Agencies**—Christian Science services are held every Sunday and Jewish services every other Saturday.

## IX

### TRAINING IN CITIZENSHIP

There is no system of inmate community organization to train men for the responsibilities of citizenship.

## X

## PAROLE

Prisoners may be paroled by the State Board of Administration, which considers parole cases every other month, or by the Governor. There is a parole officer.

During the biennial period ending June 30, 1924, 700 men were paroled. Of the 359 paroled during the preceding biennium, 213 were discharged from parole, 68 were returned as violators, and 75 were delinquent.

## XI

## COST

Gross cost for the year ending June 30, 1925.....	\$484,505.17
Annual profits from coal mine, (estimated) .....	187,000
Annual profits from twine plant...	100,000
Annual profits from brick plant...	15,000
Annual profits from laundry.....	4,000
	<hr/>
Net cost annually, (estimated).....	\$178,505.17

## COMMENT

1. The overcrowded condition of this prison necessitates the undesirable practice of putting two men in a cell. This situation will be only partly relieved when the cell house now under construction is completed. The south wing is very old and hardly fit for use. The cells are only 4 feet wide, they have no toilet facilities except buckets, and a satisfactory standard of sanitary conditions cannot be maintained. Each cell has two occupants, though in no way adequate even for one. These bad conditions are

somewhat ameliorated by the removal of the doors from some of the cells, and the practice of leaving the remaining doors unlocked. If the use of this wing is to continue, the old cells should be torn out and replaced by modern ones, and the cell house itself should be modernized by enlarging the windows and refinishing the walls and roof, now in bad condition.

The east wing is somewhat better, but here again the cells are small and far from modern, and not at all suitable for two occupants.

Living conditions in the north wing, the so-called dormitory, are excellent. The unique cell block, consisting of 139 three-sided rooms rather than cells, is well adapted to handling a selected group of men. The toilet and bathing facilities are adequate in every respect and are conveniently located on each tier.

2. The type of control in the north wing is worthy of note. There are no guards in this wing; it is entirely in charge of a prisoner appointed by the warden. This method of control has apparently been successful. It would give better training in citizenship if the prisoners in this wing were allowed to form a community organization and assume as a group the responsibility for good order. Such an organization could then easily be extended to the rest of the institution.

3. The hospital is up to the best prison hospital standards in every respect. The general health program appears to be good. The daily recreation outdoors, an important factor both in mental and physical health, is in advance of most prisons.

4. The department for insane prisoners is large enough to warrant the employment of a man especially trained in the care of the insane; such a man might take charge of this department, under the supervision of the prison doctor and the warden. A prison with 1,400 inmates has sufficient

work to occupy the full time of a doctor without the added responsibility of a large group of insane prisoners. A properly trained man in this section might assist the doctor in other work, especially in the development of a thorough psychiatric program in the prison.

The insane department is kept up to the highest possible standard of sanitation. Many states have found desirable a complete separation of the insane ward and the prison.

5. The mess hall and kitchen are in as good condition as their construction permits, but they are not up to better prison standard. On the other hand, the practise here of having the prisoners sit facing each other at table and allowing conversation is in line with the practise of more advanced prisons.

6. The industries are apparently profitable and in the main provide some vocational training. The operation of a coal mine is unique among prison industries. Whether or not an occupation so confining is suitable for men already under confinement, is a matter for conjecture. Prisoners apply for assignment to the mine, but this is probably due to the earnings possible there, and to the extra "good time" of ten days a month granted to men who work in the mine.

The compensation granted the prison population as a whole is very small, and only a few are able to earn any considerable sum. A system of compensation similar to that in vogue in many states would give a fair remuneration to all prisoners doing satisfactory work in any department.

7. The library is below the usual prison standard. Additional funds might be secured by charging sightseers an admission fee. This is customary in many prisons of the West.

8. The temporary cessation of school work should not be continued long. Educational work, combining as far as possible ordinary school work with the technical and voca-

tional subjects in which prisoners are particularly interested, is a recognized part of every prison program.

9. The chaplain should not have to serve as usher for sightseeing parties. There is almost limitless work for his department in any prison, without extraneous duties.

As a whole the discipline does not appear to be severe. In two of the three regular cell houses the men live under conditions of considerable freedom, which make possible normal human relations within the cell house.

Of "No. 2," the disciplinary cell house, one may not speak with so great confidence. The severity here depends to a considerable extent on the length of time men are held and the conditions of their return to the regular prison. This punishment section is said to have replaced the old cells that were never fit for human beings. In this respect an advance has been made. While it is exceedingly difficult to estimate the actual results of such a section of a prison, two facts seem obvious: first, the percentage of men confined here is unusually high; second, confinement here for long periods will surely have a bad mental effect, and possibly a bad physical effect upon the men.

It is the abuse of such places,—unwise commitments, improper treatment while there, or too long detention—that needs to be guarded against. At best it can only be negative in its results. It may restrain a man so he will be a good prisoner, but making good prisoners is by no means synonymous with making good citizens.

10. The morale cannot be said to be bad, yet there is an undercurrent of unrest which is not conducive to good morale; this is largely the result of the fact that prisoners due for parole are not having their applications acted upon by the board. The board's attitude is in turn caused by the severe criticism which has been leveled at the parole and pardon policy, and serious charges which have been made in recent years against high officials of the State.

Whatever may have been the condition in Kansas in the past, the value of well regulated parole systems has been demonstrated in almost every state. If the present policy of delaying release of prisoners entitled to parole is continued, the problem of overcrowding will become even worse, and the problem of discipline will be increasingly difficult. Under these circumstances the task of developing a morale that is calculated to be productive of good citizens is an impossible one.



## THOMASTON, MAINE

Visited December 21, 1925.

The Maine State Prison is situated on the main street of Thomaston, a coast town in Knox County. The town is not centrally located in the state and repeated attempts have been made in the past to change its location. These failed and no further attempts are likely to be made, as the plant is modern. A large part of the space in the prison enclosure is taken up by the abandoned quarry, which has been partially filled in and is used for recreation grounds. The prison dates from 1824 but the last of the old structure was destroyed by fire in 1923.

### I

#### GROUND AND PLANT

A stone wall encloses about eight acres of land. The warden's house, a modern brick dwelling with attractive grounds, stands in front of the administration building, which is flanked by two cell houses. The wall begins at the end of each cell house. Separated from the cell houses by a narrow yard, grassed and well kept, are the shops and commissary building, which are built on the edge of two sides of the old quarry. On a lower level is the power plant. The school room, chapel and library are under the administration building and west cell house. The hospital is over

the commissary department. The whole arrangement is convenient, although somewhat cramped by the quarry.

**1. Housing**—There are two modern cell houses, the east wing built in 1921 and the west wing built in 1923-4. The cell blocks are steel and of the "Auburn" type. Each cell has running cold water, a washbowl and toilet and an electric light. The cell fronts are full grated and ventilation is excellent, although the windows in the back wall of the west wing are rather smaller than is usual in modern cell houses. The cells are well painted and kept up to a high sanitary standard.

In part of the east wing there are three tiers and in part four tiers. There are 218 cells in the two blocks, each 7 x 6 and 6½ feet high. At the end of the west wing is a separate section of six standard cells, used for "solitary." This section is well lighted and ventilated. Above it is a dormitory housing 16 men. The galleries in the cell blocks are barred and are unusually wide. At present, the prison being overcrowded, 22 men sleep on cots on these galleries. There is no doubling up in cells.

Straw beds are used; sheets, pillow cases and night clothing are supplied.

**2. Farm**—The prison farm, located about three miles from the prison, includes 418 acres, 95 of which are under cultivation. Ordinary farm produce is raised for the prison mess and cattle and hogs are kept. Most of the vegetables and milk are used in the prison; very little is sold.

## II

### ADMINISTRATION

**1. Control**—The Prison Commission is composed of three members, appointed at different times by the Governor for five-year terms. The present commission consists of the following members:

Henry H. Hastings, Bethel, Chairman.

Charles H. Hichborn, Augusta.

Phineas Gay, Newcastle.

The only remuneration is \$5 per diem and expenses when on prison business.

**2. Warden**—The warden is F. Morris Fish. He was appointed December 1, 1925. He had been the state parole officer for eight years.

**3. Deputy**—The deputy is Lawrence J. Colgan. He has served as city marshal of Augusta, as deputy sheriff of Kennebec County and on the police force of Bath. He has been deputy warden for five years.

**4. Guards**—There are 17 guards, appointed by the warden without civil service examination.

**5. Other Employees**—Other employees include two part-time chaplains, doctor, dentist (both part time), shop foremen, engineer, farm overseer, cook, clerk and parole officer.

## 6. Salaries and Pensions—

Warden.....	\$3,000 quarters and part maintenance
Parole officer.....	2,500
Deputy.....	2,250
Guards.....	1,196 to \$1,404
Chaplains.....	300 and \$1,768
Doctor.....	500
Dentist.....	500
Shop foreman.....	1,768
Farm overseer.....	1,768
Cook.....	1,560
Clerk.....	1,500

Officials are eligible for pension after 25 years of service. Compensation is also made for disability through injuries.

## III

## PRISONERS

**1. Population**—The number of prisoners at Thomaston on December 21, 1925, was 275, including 8 women.

**Ages:** Data not available.

**Nativity:** Data not available.

**Race:** Data not available.

**Education:** Data not available.

**Sentences:** Data not available.

Capital punishment was abolished in Maine in 1887.

**2. Classification**—There is no system of grades or classes.

**3. Insane**—Prisoners adjudged insane are transferred at once to the state hospital.

**4. Women**—The women's section is on the top floor of the administration building. There are seven rooms, a sitting room, bathroom and kitchen. There are 8 women prisoners.

## IV

## DISCIPLINE

**1. Rules and Regulations**—A pamphlet containing the rules of the prison for officers and inmates is given to each prisoner on arrival. They are comparatively simple and are not repressive in nature. Talking is permitted at all times except in marching formation. The number of letters which may be written or received is not limited. Newspapers and periodicals are permitted. Visits are permitted on Tuesdays and Fridays from 2.00 to 4.00 P.M. They are held in the guard room under the observation of an officer. Prisoners and visitors sit side by side in ordinary chairs.

The prisoners as a community are organized into a "Welfare and Honor League." This league cooperates with the officials to a limited extent in maintaining discipline.

**2. Punishments**—The only punishment is solitary confinement on bread and water for periods up to ten days. Usually the prisoner remains in "solitary" only a few days. The "solitary" cells are standard ones, light and well-ventilated, and with running water and full toilet facilities. Punishment in "solitary" also carries with it a loss of "good time" which amounts to a 30-day extension of sentence, as the parole board defers action by at least that period for each punishment.

## V

### HEALTH

**1. Hospital**—The hospital consists of a main ward, an operating room, and small rooms for toilets, baths, drug room, etc. It is situated over the commissary department. The main ward has a view of the river and the surrounding country, and there are no bars on the windows or doors. It is well equipped, kept up to the highest sanitary standards and cheerful in appearance. The operating room is adequate for major operations.

**2. Medical Staff**—A local doctor is employed on a part-time basis, as well as a local dentist. An oculist is available on call.

**3. Psychological Work**—There is none.

**4. Commissary**—The kitchen, bakery, store-rooms and mess hall are modern, well kept and sanitary. Prisoners in the mess hall sit facing each other at ordinary tables covered with oilcloth. They are allowed to talk freely. Agate tableware is used.

The commissary department is in charge of a civilian cook. The whole department is clean and well kept and the diet is

unusually good. Vegetables and milk from the prison farm add considerable variety.

**5. Baths**—The bath house, under the commissary department, has eight shower baths. There are weekly bath periods; cooks, firemen, men on coal gangs, etc., may bathe at will.

**6. Recreation**—During the summer months the prisoners are allowed on the recreation field for a half hour after the noon meal and on Saturdays and Sundays from 12.30 to 4.45 P.M. On holidays they are allowed in the yard practically all day. There are facilities for baseball and volley ball. Outside baseball teams come inside to play the prison team and there are various shop teams. The prisoners have charge of the outdoor recreation.

**7. Entertainments**—Moving pictures are shown in the mess hall on Sunday afternoons and holidays. Several entertainments are given each year by outsiders. The inmates may organize shows, but have not done so.

## VI

### INDUSTRIES

**1. Workshops**—The shops are of brick, with wooden floors. They are thoroughly modern and are well lighted and ventilated. The working conditions are those of the better shops outside.

**2. Character**—The industries are the manufacture of wagons, carriages, sleighs, wheelbarrows, harnesses and brooms. In the latter industry only is the contract system in use.

**3. Employment**—On December 18, 1925, the 275 inmates were assigned as follows:

Carriage shops (including		Farm.....	9
iron work, painting, work		Sick, etc.....	5
on carriages, sleighs, etc.)	48	Maintenance.....	63
Harness shop.....	29	Idle.....	121



The broom shop, which normally employs 75 men, was temporarily not in operation.

**4. Vocational Training**—The wood-working industries and the paint shops which are connected with them have considerable vocational training value, as has the harness shop. The vocational value of the broom shop is negligible.

**5. Compensation**—The compensation plan, with a graded wage of 25, 35 and 50 cents a day, instituted a year ago by the Governor and Council, was declared illegal and a bill to reestablish it failed to pass in the legislature. There is now no compensation except an allowance of 25 cents a month for good conduct.

## VII

### EDUCATION

**1. Library**—There is a good library. Many books are supplied by the State Library. Current magazines are subscribed for by the prison.

**2. School**—A small schoolroom, conveniently located under the west cell block, can be used at night, and it is easily accessible from both cell blocks. The library adjoins it. There has never been any really effective educational work at the Maine prison. The school is now being developed, however, under the supervision of a town school man.

**3. Other Courses**—A few prisoners are taking correspondence courses.

## VIII

### RELIGION

**1. Chaplains**—There are two part-time chaplains, a Protestant and a Catholic.

**2. Services**—Protestant services are held three times a

month and Catholic services once. Attendance is compulsory.

**3. Outside Agencies**—The Salvation Army occasionally holds services in the prison.

## IX

### TRAINING IN CITIZENSHIP

In September, 1924, when the new prison buildings were dedicated, the prisoners were allowed to organize a "Welfare and Honor League," an inmate community organization designed to give the prisoners some training in the responsibilities of citizenship. The prisoners elect a board of governors of five members, who in turn choose five monitors. The governors and monitors assist in discipline in the mess hall, on the recreation field, and in marching formations. There is also a prisoner "representative," who is present whenever the warden or deputy tries a disciplinary case. The system has been in operation for over fifteen months and has resulted not only in better discipline but an improved morale. The governors have been allowed at times to try disciplinary cases and recommend punishments to the warden. In the main, however, their functions are limited and the system represents only the hopeful beginning of a system of community responsibility.

## X

### PAROLE

The number of men paroled in the year ending June 30, 1925, was 55. The records show that about 80 per cent. of the paroled men complete their parole period successfully. There is a state parole officer who keeps constantly in touch with the men on parole.

## XI

## COST

Gross cost for the fiscal year ending June 30, 1925.....	\$183,443.64
Earnings.....	87,948.61
Net cost.....	<u>\$ 95,495.03</u>

## COMMENT

1. When fire swept the century-old prison in September, 1923, it destroyed the last of the old buildings. The present buildings are entirely modern. This fact, with the high standard of sanitation and upkeep which is maintained, makes the Maine prison one of the best small prison plants in the country. The cell blocks are modern throughout and the shops are up to the standard of modern shops outside. The schoolroom, chapel and library are accessible directly from both cell blocks and the administration building without leaving the main group of buildings. The hospital is especially good; the main ward is pleasant and cheerful.

The quarry which occupies the space directly back of the shops cramps the prison enclosure, but it has been blasted away and filled in until the bottom makes a very satisfactory recreation field.

2. The present population is 75 larger than the usual number. Some overcrowding results and 22 prisoners are sleeping on the cell block galleries, which fortunately are wider than is usual. An additional floor could be put in the dormitory, which is two stories high, and the problem solved for the present. There is also room for additional cells in the west wing.

3. The disciplinary methods are in general intelligent and sympathetic and the morale of the inmates is excellent.

There has been almost a complete reversal of the situation of ten years ago. Punishment is, curiously, limited to one type—solitary confinement. This punishment is not over severe, as the confinement cells are standard modern cells in a well lighted and ventilated room and the period of confinement is short. Other prisons, however, have found it beneficial to use such punishments as loss of privileges for minor offenses. Loss of the yard and entertainment privileges would undoubtedly prove an effective form of punishment at Thomaston.

4. The hours of outdoor recreation during the summer months are extensive enough so that the health of the inmates is generally good. During the rigorous winters, however, there is need of facilities for indoor exercise, especially when a large number of men have no work.

5. Some provision should be made for psychiatric work through the state hospitals for the insane. A psychiatric survey of the present population should be made and the work then carried on regularly. Intelligence tests and psychiatric examinations, with the results properly applied to the problems of work assignment, discipline, education and parole, are very desirable.

6. The educational work is at present negligible. This factor in a well rounded prison program should no longer be neglected. Arrangements are now pending, however, to develop the school. The convenient location of the school-room makes it available during the evening as well as through the day.

The prison authorities could undoubtedly arrange with the State University for extension courses in agriculture, animal husbandry, poultry raising, etc. These would be of interest and practical benefit to a large number of prisoners.

7. The women prisoners should be cared for in the State Reformatory for Women. While their quarters at Thomaston are good, there is little work for them and their lives

are needlessly restricted. Of the eight women four were transferred from the reformatory as incorrigibles. This should not be necessary. Facilities should be provided there to care at least for their own prisoners. It is a sound principle that women prisoners should not be sent to an institution designed primarily for men. The problem at Thomaston is accentuated by the fact that there is at present no matron, although until recently the chaplain's wife acted as a part-time matron. Funds have been urgently requested for the employment of a matron, but have not yet been appropriated.

8. The industrial situation at Thomaston is bad and extensive changes will have to be made before the industries are profitable and furnish work enough for the inmate population.

The market for harnesses, carriages and sleighs is probably a declining one. One or more new industries are needed to supplement these industries, which should be reduced to the point where over-production will not result. The sleigh and carriage shops have real vocational value and many prisoners at Thomaston have received good training in wood-working, painting, etc. A look into the future, however, shows clearly the need of establishing other industries as the major ones of the prison.

The broom shop is a poor industry from the standpoint of vocational training but it has usually been a profitable one. It normally employs a quarter to a third of the population. The present contract is bad for the prison, as the contractor is not required to keep a certain number of prisoners busy at all times. The shop has recently been operating to only part of its capacity and has been at times shut down entirely. A new contract is now being negotiated.

This shop is the last contract shop at Thomaston. Maine might well abolish the last trace of the contract system.



It has not resulted in real abuses at Thomaston in recent years, but the broom shop has always been a place where skillful "soldiering" on the job was the rule. For only one brief period in its history, that during which a wage was paid, has this shop been anything but a training school in "doing half a job." Its production could probably be almost doubled if the prison took it over entirely from the contractor, established a wage, and operated it on the same basis as an outside industry.

Maine prisoners should be used on the state roads. The State's road-building program is extensive. For half of the year a large group of prisoners could show larger profits to the State and themselves derive great benefit by road work. The experience of California and other states proves the value and practicability of this work. The State Highway Department is ready to employ prisoners next spring, if arrangements are made by the prison officials.

A shop to manufacture automobile license plates, representing an investment of about \$20,000, would pay for itself in three years, judging by the experience of other states. It could then save the State several thousand dollars a year. It would furnish employment for a comparatively small number of inmates, but the Maine prison is dealing with small numbers only.

The prison farms might well be expanded and the raising of a large herd of registered cattle made a part of the farm program. Many of the Maine prisoners were farmers or lived in the country.

9. There is at present no chaplain at Thomaston. The commission plans to retain a local minister who, with an assistant, will concentrate on religious and educational work.

10. In October, 1925, the Governor of Maine made public certain charges against the prison administration, based on affidavits submitted by the chaplain and sixteen guards



at the prison. The truth or falsity of these affidavits had not been investigated when the charges were published. They attacked the system of inmate cooperation and alleged bad discipline, inefficiency and serious irregularities in the conduct of prisoners. The prison commission and the warden made a sweeping denial of the charges and demanded a thorough hearing. The warden suspended the sixteen guards who had made affidavits.

A hearing was held at Thomaston before the Governor and Executive Council. At the conclusion of the hearing it was generally understood that the charges were not proved.

Warden Eaton refused to reinstate the guards who had signed affidavits. The Governor insisted that they be reinstated and, rather than do so, the warden resigned. Mr. Fish, the State Parole Officer, was finally persuaded by the Prison Commission to accept the wardenship as a matter of public duty. He reinstated the suspended guards.

The prison "scandal" received wide publicity and excited great interest in New England. No report of the findings has been made and the public in general is in as complete ignorance as ever with regard to true conditions at the prison.

During the hearing, while the prison was under-manned because of the suspension of sixteen guards, the prisoners' league cooperated with the warden to the fullest extent, operating the shops without guards and maintaining excellent discipline throughout the prison.

While this league represents little more than the beginning of a real inmate community organization, it is a hopeful beginning. Officials state that it has demonstrated its usefulness from the standpoint of cooperation between officers and inmates, and its possibilities as an agency for training in responsible citizenship.

## BALTIMORE, MARYLAND

Visited October 2, 1925.

The Maryland prison is located in the city of Baltimore and is quite surrounded by the city. The general appearance of the prison is impressive and the main buildings form an architectural mass of genuine dignity and merit.

### I

#### GROUND AND PLANT

The gray stone administration building and cell blocks, one extending west and the other south, are the dominant features of this prison. From the ends of the cell block the prison wall encloses about five acres, most of which is occupied by workshops, hospital and other prison buildings.

**1. Housing**—The three cell houses contain 950 cells built in five tiers. The cells measure  $5\frac{1}{2}$  x 9 and 8 feet high. They are constructed of steel, with full-grated doors and concrete floors. Each cell has running water, an iron toilet and wash basin. These fixtures are badly rusted and next to impossible to keep in sanitary condition. A service corridor between the rows of cells takes care of the plumbing.

**2. Farm**—There is no farm.

### II

#### ADMINISTRATION

**1. Control**—The State Director of Welfare appointed by the Governor is responsible for the Maryland prison. The present Director of Welfare is Colonel Stuart S. Janney.

**2. Warden**—The warden is Patrick J. Brady, appointed June 1, 1925. Mr. Brady had been deputy for five years previous and a guard for nearly five years.

**3. Deputy**—The deputy is W. P. Kennedy, also appointed in 1925. He had five years' experience as a guard.

**4. Guards**—There are 71 guards, appointed by the warden under civil service rules but removable by him at will. The guards work on shifts varying from eight to about eleven hours.

**5. Other Employees**—The 30 other employees include shop foremen, clerks, hospital force, chaplains, etc.

**6. Salaries and Pension—**

Warden.....	\$3,600 quarters and servants
Deputy warden.....	2,500
Assistant deputy.....	1,800
Guards.....	1,500
Chaplain.....	1,500
Nurse.....	1,200
Foremen.....	2,000 to \$3,000
Clerks.....	1,200 to \$1,500

A State law allows retirement with pension after 20 years of service, or upon reaching the age of 65.

### III

#### PRISONERS

**1. Population**—There were on October 2nd, 1925, 1,121 prisoners. The report for the fiscal year ending September 30, 1924, shows that 445 prisoners were received during that period and gives the following data about the 1,048 prisoners on hand at the close of the year:

**Ages:**

Under 20 years..	131	40 to 49 years...	80
20 to 29    " ..	564	50 and over.....	33
30 to 39    " ..	240		

**Nativity:**

Native-born.....	982	Foreign-born...	66
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The 66 foreign-born were contributed by 19 different countries.

**Race:**

White.....	472	Negro.....	576
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**Education:**

Literate.....	894	Illiterate.....	154
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**Sentences:**

<b>Determinate:</b>		Under 5 years.....	436
		Between 5 and 10 years..	289
		"    10    "    20    " ..	201
		Over 20 years.....	27
		Life.....	95

Death sentence: Two were sentenced to be executed by hanging during the year.

**3. Classification**—The only attempt at classification is the disciplinary grades. At the time the prison was visited there were 3 in the third grade, 150 in the second and the balance of 968 in the first grade.

**4. Insane**—Most insane prisoners are transferred to the state hospital but the prison keeps some, though it does not have the proper facilities for caring for them.

## IV

## DISCIPLINE

**1. Rules and Regulations**—A booklet, well printed and neatly bound, containing the rules, is supplied to each inmate. The rules do not differ materially from those of most prisons.

**2. Punishments**—The usual punishment consists in reprimands and reduction in grade. The use of the dark

cells has been discontinued and instead men are confined in cells in one of the dormitories.

## V

## HEALTH

1. **Hospital**—The hospital is in an old building but it has been modernized and well equipped. On the first floor are offices, dispensary, and cells for observation. On the upper floor are the wards and operating room, and an outside gallery for tubercular patients.

2. **Medical Staff**—There is a Medical Advisory Board of five leading physicians of Baltimore acting as consultants on all cases of surgery and general health.

A trained woman nurse is found in this prison, as at Trenton. These are the only two state prisons in the country that provide a trained woman nurse for the hospital.

3. **Psychological Work**—There is none.

4. **Commissary**—There is a modern one-story building for the commissary department. The mess hall is well lighted and ventilated, and has a seating capacity of 1,000. There are separate tables for white and colored inmates. A new floor of red material is not only sanitary but a great improvement over the usual concrete. The kitchen and bakery walls are surfaced with white tile to a height of six feet. This, with excellent flooring, makes for a high standard of cleanliness. The equipment is first-class in every respect.

The diet is handicapped by the lack of a prison farm and it appears on the whole to be about the same as that in most prisons.

5. **Baths**—The bathroom is in the basement of the administration building. It has 75 showers and benches for dressing. There are also showers in some of the shops. The bathroom connects directly with the cell blocks, which is

an advantage; but it has a low ceiling and is not well ventilated. Bath periods are once a week; daily for kitchen, mess hall and foundry workers.

**6. Recreation**—The yard space available for recreation is quite inadequate. There is not sufficient space for even one baseball field. The hours for recreation are from 1:30 to 4:15 on Saturdays, and from 10:30 to 1:10 on Sundays.

**7. Entertainments**—Moving pictures are shown every Saturday afternoon, and other picture shows or vaudeville on all holidays.

## VI

### INDUSTRIES

**1. Workshop**—Most of the workshops are old buildings and are not up to modern factory standards from the standpoint of lighting and ventilation, and they also constitute a considerable fire hazard.

**2. Character**—Some of the industries are on the state-use system, but most of them are under contract.

**3. Employment**—On October 2nd, 1925, the men were employed as follows:

#### Contract:

Foundry—Jones Hollow Ware Co.....	181
Shoe—Guilford Mfg. Co.....	293
Overall—Standard Overall Co.....	321
Furniture—Imperial Furniture Co.....	34
Dukeart & Company.....	2
Total contract.....	831

#### State use:

Tag shop.....	27
Printing Department.....	20
Road work.....	11
Shoe.....	9
Total State-use.....	67
Maintenance.....	148
Sick, idle and in punishment cells.....	75



4. **Vocational Training**—Aside from the overall shop the industries have some vocational value, though there is no system of vocational training.

5. **Compensation**—Prisoners on the state-use work receive from 25 cents to \$1.25 a day. On the contract system the contractor pays inmates 25 cents for the first task and the same rate for overtask as is paid the State—\$1.00 per task. Men working on construction in the institution are paid 60 cents a day and on the roads 50 cents.

## VII

### EDUCATION

1. **Library**—The library contains about 5,000 volumes and is under the supervision of the social worker. The State makes no regular appropriation for the purchase and replacement of books.

2. **School**—The school is conducted under the supervision of the social worker three evenings a week. Attendance is obligatory for illiterates. Work is given from the first to the eighth grade. Ten inmates assist in teaching.

3. **Other Courses**—Only three men are taking correspondence courses.

## VIII

### RELIGION

1. **Chapel**—The chapel is on the upper floor of the administration building. It is well lighted and ventilated. While used for moving pictures during the winter months, it has more of a religious atmosphere than most prison chapels and is equipped with a pipe organ.

2. **Chaplains**—There are Protestant, Catholic and Hebrew chaplains.

3. **Services**—Catholic, Protestant and Christian Science services are held every Sunday, Hebrew services once a month. Attendance is voluntary.

## IX

### TRAINING IN CITIZENSHIP

The prisoners have no share in the responsibility for the conduct of the prison community.

## X

### PAROLE

During the last fiscal year ending December 31, 1924, 174 men were paroled, 15 men were declared violators and 8 were returned to prison.

## XI

### COST

Maintenance cost for year ending Sept. 30, 1925....	*\$364,303.80
Building and Improvement Fund cost.....	160,569.30
Gross cost.....	524,873.10
Earnings from industries...	309,816.92
Net cost.....	\$215,056.18

\*Of this amount \$6,576.17 was paid to prisoners during the year as compensation.

### COMMENT

1. Since the first copy of the Handbook the changes in this prison have been comparatively slight. It is still

true that the best feature of the prison is its hospital which in equipment and upkeep is comparable to outside hospital standards. The use of a woman as trained nurse is still continued, with the same success that this arrangement has had since it was begun some years ago. Both here and at Trenton, N. J., the presence of a woman in the hospital has, according to the wardens and other officials, raised the tone of this section of the prison. The demonstration here and in New Jersey should be considered by other prisons for their hospital personnel.

2. The social worker, formerly a woman, has been replaced by a man. The social worker is responsible for recreation, education and the library. Under the right leadership this arrangement is one that promises a large development in these important phases of the prison.

3. While this prison suffers somewhat less than some others similarly located in the heart of the city, it cannot escape the fact of its location. While the main prison buildings have a certain dignity, much of the construction is not up to modern standards. Replacing the old plumbing in the cells and parts of the heating plant will be expensive and very difficult and yet it must be done if the use of the prison is to be continued many years. The place for recreation is utterly inadequate. Careful consideration should be given to moving the prison to a new site outside of the city, before a great sum of money is invested in partially modernizing the old plant.

4. The print and auto-plate shop on the state-use plan is modern in every respect. The industries are largely on the contract basis, 831 men being employed on five contracts, as compared with 67 men working on state-use jobs, or for the State Road Commission. Only two or three other prisons covered in this book have a larger number of men working on the contract basis. The shoe shop and possibly the foundry have some vocational value; the larg-

est contract, the overall, has little. The foundry is a new shop. Most of the other contract shops are in old buildings that are not only considered a fire hazard but are much below modern factory standards.

The policy of the State in regard to the pay of the prisoners is better here than in any other contract prison, except West Virginia where a similar arrangement obtains. The State takes the pay for the first task (\$1) and the prisoner receives from the contractor in addition to 25 cents a day, one dollar for each additional task. The contract system is discussed more fully in the Introduction. Most of the larger states have already discontinued it and while many criticisms of the contract system are really criticisms of the prison management, there are valid objections to conditions inherent in the system.

5. One commendable change since the first Handbook was written is the discontinuance of the dark cells, formerly used for punishment. The Swezey Club has been discontinued. No organization has been created to take its place or to so organize the inmate body that they may, by sharing the responsibility for the community life on the inside, be prepared for the larger and freer community life on the outside.

The prison still gives a feeling of repression. In a prison where repression exists strongly enough to be felt it is certain to react on the morale of the population. In this prison there are few if any factors that are calculated either to build up or to maintain a high morale.

## CHARLESTOWN, MASSACHUSETTS

Visited November 13, 1925.

The Massachusetts State Prison is situated in Charlestown, a location generally recognized as unsatisfactory in every way. It has been in use since 1805, and is one of the oldest prisons in the country. The continued failure of the State Legislature to make provision for the removal of the prison to another site is nothing short of a disgrace to the commonwealth.

### I

#### GROUND AND PLANT

The buildings, some of stone and some of brick, are surrounded by a brick wall enclosing about seven and one half acres. They are totally devoid of dignity or any architectural merit. The warden's and deputy's houses in front, are joined to the prison by dark and ill-arranged offices, which connect with the guard room situated under the central dome.

1. **Housing**—From the central space there extend—north, west and south—three stone cell blocks; from the guard room both sides of each cell block can be seen. There are 814 cells; the south and west wing and north extension have five tiers and the north wing four tiers. In the oldest cell block two small cells have been made into one, but they

are all too small, are hopelessly out of date, and have no modern sanitary arrangements. The bucket system is still in use. There is no service corridor behind the cells, so that modern sanitary facilities to replace the bucket system cannot be installed. Small holes for ventilation are built in the wall. Under the best working conditions this method of ventilation proves inadequate. The cell blocks are, however, clean and well painted in light colors and are kept as livable as possible under the circumstances. Every effort is also made to keep the buckets as sanitary as possible through the liberal use of creosote and a daily steaming.

In the yard is a small building known as "Cherry Hill," named and patterned after the Eastern Penitentiary in Philadelphia. This contains 60 cells equipped with toilets and running water, but no windows; lighting and ventilation are obtainable through two narrow skylights which can be opened or closed at the pleasure of the occupants. These were originally intended for incorrigibles, but are now used for the more deserving prisoners as well as for a few chronic trouble-makers.

**2. Farm**—There is no farm.

## II

### ADMINISTRATION

**1. Control**—The prison is under the direction of a Commissioner of Correction, who has two deputies, one of whom is a member of the parole board. The Commissioner is appointed by the Governor and the present holder of the office is Sanford Bates. Mr. Bates is a lawyer by profession and was previously Commissioner of Institutions for the City of Boston.

**2. Warden**—The warden is appointed by the Commissioner. William Hendry, who has had 34 years of prison



experience, is the warden. He was for 22 years at the Deer Island (Boston) House of Correction as officer and deputy. He was for nearly 8 years deputy of Charlestown Prison, and was appointed warden February 12, 1923.

**3. Deputy**—The deputy warden is J. L. Hogsett who has also had long service at Deer Island and has been for 19 years at Charlestown, 12 of them as assistant deputy. He was appointed deputy February 12, 1923.

**4. Guards**—There are 58 guards, who are appointed under civil service rules, after six months of probationary service. They can be dismissed only upon properly preferred charges with a court review at the option of the dismissed employee.

**5. Other Employees**—Besides a small office force there are 20 shop instructors, steward, cook and three school instructors.

**6. Salaries and Pensions**—The salary list is as follows:

Warden.....	\$4,000 and quarters
Deputy.....	2,500 and quarters
Guards.....	1,300 to \$1,900
Doctor.....	2,000
Dentist.....	900
Chaplains.....	2,500
Shop foremen.....	2,040 to \$2,460
Chief clerk.....	3,000
Assistants.....	1,000 to \$1,560
Instructors.....	1,600 to \$1,900
Selling agent.....	2,160
Steward.....	2,160
Cook.....	1,900

The guards may be retired at the end of 30 years' service, or at the age of 65 after 20 years' service with a pension of half pay, and at any time for injuries in line of duty.

## III

## PRISONERS

1. **Population**—The report of the biennial period ending September 30, 1924, shows 170 prisoners received during that period. An analysis of this group is contained in the following tables:

**Ages when received:**

20 years and under..	13	31 to 40 years...	49
21 to 25 years.....	37	41 to 50 " ...	19
26 to 30 " .....	40	Over 50 years...	12

**Nativity:**

Native-born.....	108	Foreign-born....	62
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The 62 foreign-born were contributed by the following countries:

Italy.....	21
Canada.....	10
7 other foreign countries.....	31

**Race:** Data not available.

**Education:**

Literate.....	152	Illiterate...	18
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**Sentences:**

Indeterminate...	164
Determinate...	6 (life)

One man was executed by electrocution during the year.

2. **Classification**—There is no system of classification.

3. **Insane**—The insane are transferred to the state asylum at Bridgewater by order of the court upon recommendation of two alienists.

## IV

## DISCIPLINE

**1. Rules and Regulations**—There has not been for forty years a silent system at Charlestown. The prisoners talk freely about the yard and cell blocks; even in the workshops much the same conditions prevail as in ordinary factories.

The prisoners are allowed to write three letters a month and special letters on request. They may receive two visits a month. Visitors may come any day except Sundays and holidays. However, when visitors come from a distance this rule is not always adhered to. The visitor and prisoners sit in chairs, side by side, under the eye of a guard, but out of his hearing.

Newspapers are permitted and prisoners may purchase groceries within limits.

**2. Punishments**—The usual punishment for all offenses is solitary confinement on a bread and water diet in the punishment section, called the Solitary Block, which adjoins "Cherry Hill." The solitary cells are without plumbing, but are only semi-dark and are fairly well ventilated. A wooden door which darkens the cell is closed only when the offender is noisy or unruly. About 12 men a month are punished by "solitary"; the period varies from three or four days to ten days. Chronic offenders are more or less permanently segregated in "Plant" in the main section of "Cherry Hill."

## V

## HEALTH

**1. Hospital**—The hospital is situated on the second floor at the end of the west wing. The general air of the hospital

is not a cheerful one. It has a large sitting room, some twenty cells and a fair bathroom and toilet. The hospital kitchen is well equipped and is a model of cleanliness. There is no operating room. Proper care of the sick in cheerful surroundings is not possible here because of its construction and its outlook but it is kept up to the highest sanitary standards.

**2. Medical Staff**—A doctor visits the prison daily, a dentist three mornings and an oculist once a week. There is a state psychiatrist. A prisoner is examined by all the above before he is set to work.

**3. Psychological Work**—

(1) *Mental Tests*—Intelligence tests are given to all prisoners on arrival. The findings are used in problems of work assignment, discipline, education and parole or discharge.

(2) *Psychiatric Work*—Similar use is made of the findings of the state psychiatrist. He or his representative examines all prisoners on arrival.

**4. Commissary**—The kitchen and bakery are under the guard room and are clean and orderly.

There is no mess hall, the food being served through holes in the wall to the prisoners in the cell blocks and carried by them to their cells. The kitchen dishes are returned to the kitchen where they are properly scoured. It is necessary, however, for the inmates to wash their plates, knives and forks, etc., in cold water in their cells.

There is a state dietitian and a real effort is made to provide a well-balanced diet. This is handicapped by the lack of a prison farm and the system of feeding in the cells.

**5. Baths**—Regular baths are taken twice a week, on Wednesday and Saturday, which is double the schedule of

most prisons; firemen and others engaged in heavy work may bathe daily. The bathroom is arranged with concrete slabs separating the baths, and each has a small dressing room in front.

**6. Recreation**—The space in the prison yard is somewhat restricted, but it is utilized as far as possible for outdoor recreation. Baseball between teams inside the prison is the major sport. There are daily hours of recreation the year around, from 4:15 to 4:45 P.M.; on Saturdays from 3:00 to 4:30; on Sundays from 11:00 to 12:00.

Exercise, if not recreation, is furnished two companies of 40 men each who drill three days a week for an hour under an officer from Concord Reformatory. The drill consists of calisthenics and the standard Army drill, with wooden guns. The band plays for the drills.

**7. Entertainments**—Concerts, lectures, moving pictures and other entertainments are held on Sunday afternoons from 3:00 to 5:00, and on holiday mornings. The prisoners participate in some of the concerts.

## VI

### INDUSTRIES

**1. Workshops**—The old brick buildings which serve as workshops are scattered about the walled enclosure and are inconveniently located. They are inadequately lighted and ventilated and lack in these respects the requisites of a modern factory. It is extraordinary that under such disadvantages the shops are efficient; but they are in the main clean, orderly and well conducted.

**2. Character**—There is no contract labor in Charlestown prison; the goods are manufactured for use in other state and county institutions, schools or for other public uses. They are also sold in the open market.

**3. Employment**—On October 31, 1925, the population of 777 was distributed as follows:

Metal shop (aluminum, etc.)	29	Print shop.....	29
Auto-plate shop.....	58	Shoe shop.....	192
Iron bed shop.....	17	Underwear and knit shop..	71
Brush shop.....	66	Maintenance.....	196
Clothing shop.....	89	Idle, sick, under punish-	
Mattress shop.....	13	ment, etc.....	17

**4. Vocational Training**—The variety and general efficiency of the work done at Charlestown gives some industrial training.

**5. Compensation**—The prisoners receive no compensation for their work.

## VII

### EDUCATION

**1. Library**—The library, which is located in the prison yard, contains about 8,500 volumes. A representative of the State Library Commission, who visits the prison every two weeks, has catalogued the library, discarding useless volumes. There is an annual appropriation of \$300 for the library. The prison subscribes to 55 different magazines.

**2. School**—The schoolroom opens from the cell blocks so that its use at night is practicable. The chapel is also used for school. Courses extending through the grades and some high school courses are given. School is held for two hours five nights a week. Attendance is compulsory for illiterates only. The work is headed by four teachers from Boston schools and thirty inmate teachers.

**3. Other Courses**—Special courses given include French, Spanish, Civics, Advanced English, and Advanced Mathematics. Seven men are taking university extension courses from the Massachusetts Department of Education.



## VIII

## RELIGION

1. **Chaplain**—There are two chaplains, Catholic and Protestant, who give their full time to the prison. A Jewish chaplain gives part time.

2. **Services**—Regular Catholic and Protestant services are held on Sunday morning. Attendance is voluntary.

Jewish services are held two or three times a month.

3. **Other Agencies**—There are other ministers who come regularly to the prison. Christian Science services are held on Sunday afternoons. The Salvation Army holds services several times a year.

## IX

## TRAINING IN CITIZENSHIP

A class in civics is held. There is a freer and better atmosphere about Charlestown than in most prisons, but the prisoners have no share in the responsibility for the conduct of the prison community.

## X

## PAROLE

Parole work is under the Commissioner of Correction. There is a parole officer attached to the prison and an investigator who checks up the history of inmates before they are paroled. During the year ending September 30, 1925, the number of men paroled was 32 and the number of parole violators returned was 21. Men on parole make monthly reports and are visited by parole officers.

## XI

## Cost

Gross cost for the year ending	
September 30, 1925.....	\$282,622.20
Earnings.....	166,017.04
Net cost.....	\$116,605.16

## COMMENT

Since the first copy of the Handbook was issued, changes in Charlestown have been comparatively slight. The Comment therefore is substantially the same as that of the first Handbook.

1. The outstanding fact about Charlestown Prison is the prison itself. It has none of the things that such an institution should have; neither good situation, light, air, plenty of land outside, space for exercise and recreation inside, well arranged mess, convenient workshops, a decent chapel nor a requisite hospital. All these are required in such an institution, not for the purpose of "coddling" the inmates, but to subserve the purposes of the State—the proper training and encouragement of criminals, under healthful conditions, to lead honest and useful lives.

Its state prison is generally recognized as a disgrace to the Commonwealth of Massachusetts and will continue to be so until a new site is provided and a new prison equipped. Charlestown has one of the most archaic plants to be found in all the prisons covered by this Handbook. Few prisons are handicapped by a location more ill-suited to the needs of such an institution. Only the high standard of upkeep saves the plant from being an utter disgrace to the State.

It is only fair to say that the conditions at Charlestown have been called to the attention of the Legislature repeatedly by the State Department of Correction.

2. One explanation for the failure of the State to provide

decent quarters for its prisoners is found in the peculiar relation of the counties to the prison. Many offenders, who in other states are confined in the state prison, are in Massachusetts sent to the county jails. This has many disadvantages and introduces an inequality in the treatment of similar offenses which is highly undesirable. Until the functions of the state prison and the county jails are more intelligently defined and some sort of logical relation developed, it is not likely that Massachusetts will ever deal successfully with its prison problem.

3. Considering the disadvantages of its location and the character of its population, Charlestown prison is surprisingly well administered. It attempts no genuine system of training of its inmates for their return to society—it is run along lines of the “old system”—but it is conducted with fairness and gives its inmates as decent and considerate treatment as could be expected under these circumstances.

4. In its handling of the labor problem it is superior to most eastern prisons. It is true that the amount of work done by many of the prisoners is small compared to what they might easily accomplish; but at any rate there is some attempt to give the benefit of actual work in a fairly wide range of industries.

5. A serious criticism may fairly be made of the mess arrangements, which are exceedingly primitive. To compel men to carry the food to their cells—in many cases for long distances—is to ensure cold and unappetizing meals, whatever the quality of the food, and prison food is seldom, if ever, of excellent quality. Under-feeding, indigestion, and all the attendant evils are sure to result, unless the prisoner can violate the rules and find some way to heat his meals. Thus the breaking of rules inevitably follows and the stimulating of a lawless temper in minds already lacking in respect of law.

The Massachusetts prison is the only one covered in this Handbook in which meals are served in this manner. There surely could be found some way, as has been done in other old prisons, to provide a suitable mess hall.

Although there is no land available nearby, a prison farm at some distance from the prison, might be operated as some other states do. This would improve the diet and would also supply profitable and healthful occupation for a number of inmates.

6. The hospital, although clean and well kept, is quite inadequate. Next to the lack of proper general mess arrangements, it is perhaps the feature of the institution most open to criticism.

7. The educational system, while far below what it should be in such a state as Massachusetts, is better than in many prisons.

8. The salaries of the warden and the deputy are not commensurate with the importance of their positions. They should be better paid.

On the other hand, the salaries of the guards, combined with the good system of pensions, makes the remuneration better in Massachusetts than in all but a very few states in the country.

9. In this prison no attempt is made to organize the inmate community so as to develop in its members a sense of individual responsibility for good order and discipline. Such training is essential, if the prison is to fulfil its function of safeguarding society; for it is the lack of this sense of social responsibility which is the chief factor in sending men to prison, and its continued lack almost inevitably sends them back to crime.

10. To sum up: Charlestown Prison is by no means such an institution as the Commonwealth of Massachusetts, with its past traditions and claims of educational leadership, should possess.

## MICHIGAN

In Michigan the penal institutions are under a Prison Commission of five, appointed for an indefinite term by the Governor with the consent of the Senate. The members of the Commission are as follows:

Mark Merriman, Jackson, Chairman  
Frank D. Eaman, Detroit, Secretary  
Charles A. Blaney, Kalamazoo  
Alton T. Roberts, Marquette  
William H. Porter, Lansing.

The Commission meets several times a year at each of the penal institutions. By common consent one or more members are made especially responsible for the supervision of each of the institutions. When engaged in state work members of the Commission receive expenses and a per diem allowance of \$10.

There is a State Parole Commission. Psychiatrists of the State Department of Health visit the penal institutions. A state sales department under the State Administrative Board handles some but not all of the sales. The Board controls the purchasing for all state institutions.

## JACKSON, MICHIGAN

Visited June 22, 1925.

In 1850 when Michigan was a territory the federal government erected a prison at Jackson. When Michigan entered the union the prison was taken over and the state prison as it stands today is a development of the territorial prison. The original cell block is now the quarantine unit.

The city has grown so that today it quite surrounds the prison plant. About three miles outside the present city limits a new prison is being erected. In a walled enclosure of 64 acres facilities are planned for a maximum population of 5,510 inmates. In addition to a large number of cell houses and shops, the plans call for four mess halls, two chapels, classrooms, an auditorium seating 3,500, 20 acres of recreation fields and a large field-house for indoor recreation in the winter months.

The old prison plant will be used until the new plant is ready, a task of such magnitude that it will take at least three to five years.

### I

#### GROUND AND PLANT

Additions have been made to the original territorial cell block so that a long series of cell blocks face the street. In the center, at the head of the street leading to the prison,



is a square tower-like building. In part of this are the living quarters for the warden, and offices are provided on the lower floor, through which runs the main entrance to the prison.

Buildings of different types and materials have been erected at various periods to care for industries, the commissary department and other purposes, so that today the space inside the walls, approximately 20 acres, is nearly all occupied. The small open space left is used for a recreation field.

The grounds within the prison, as well as in front of it, are attractively planted and well cared for. A liberal use of paint on the exterior of the shops and buildings prevents the dingy and dreary appearance so characteristic of prison yards.

**1. Housing**—There are four cell blocks and a dormitory. The cell blocks vary in accordance with the periods in which they were built. In the older ones the cells are small ( $7 \times 3\frac{1}{2}$ , and  $6\frac{1}{2}$  feet high), poorly lighted and badly ventilated. The walls of stone are thick, the doors narrow and heavily grated and, except on one side of one cell block where two cells have been made into one and plumbing put in, the old bucket system is still used. There are 470 cells of this type, though they vary somewhat in size.

The latest cell block, built in 1904, is of steel. It has iron toilets and lavatories, of a kind almost impossible to keep sanitary. Here the cells are in five tiers, the upper one so close to the roof as to make ventilation very difficult. The cells in this block are  $9 \times 5\frac{1}{2}$ , and 7 feet high. In this, the best cell block, there are 340 cells. These cells are equipped with chair, desk and the usual cot bed.

While the cells vary from fairly good ones to those long ago condemned, they are all well painted. They seem clean and well cared for, a condition difficult to secure in all the cell blocks except the one most recently built.

A dormitory building of an interesting type deserves mention. It has 48 units, each a large cell or room for 10 men. Each unit has a shower bath in one corner and toilets in another. The units are built along the outer wall of the building so that they have outside windows. A wide open space in the center of the building runs from the ground floor to the roof, so that they are well lighted and ventilated. While prison dormitories offer real problems, this type is said to be successful. It is certainly an economical type of construction.

2. **Farm**—The prison has six farms (leased or owned), including about 3,000 acres under cultivation. While some reorganization seems desirable, it is an unusually well developed prison farm system.

## II

### ADMINISTRATION

1. **Control**—Three members of the State Prison Commission, Messrs. Merriman, Blaney and Eaman are assigned to especially close relation to the prison at Jackson.

2. **Warden**—Harry H. Jackson became warden in February, 1925. He had, in 17 years' service with the Detroit police, worked up through the ranks to the position of Director of Traffic. He left this position to organize the State Constabulary for the Department of Public Safety. After a year and a half in this capacity, he was appointed warden.

3. **Deputy**—The deputy warden is E. K. Riley, who has had 15 years of prison experience. Beginning as a guard, he was assistant deputy for several years and became the deputy warden in February, 1922.

4. **Guards**—There are at the prison, the annex and other

plants, 185 guards. As there is no civil service law affecting them, they are appointed and discharged by the warden.

Most of the guards work from eleven to twelve hours daily.

**5. Other Employees**—Other employees are as follows: 4 assistant deputy wardens, 2 physicians, dentist, 2 chaplains, superintendent of industries, 9 shop foremen, farm superintendent, 16 agricultural overseers, 4 stewards and 3 engineers for the power plant.

#### **6. Salaries and Pensions—**

Warden.....	\$7,500 quarters and maintenance
Deputy.....	3,000 quarters and part maintenance
Asst. deputies.....	2,000 to \$2,500
Guards.....	1,100 to \$1,190
Doctors.....	3,500 to \$5,000
Dentist (part time)...	1,800
Chaplains.....	3,500
Supt. of Industries...	2,500 to \$4,500
Shop foremen.....	1,400 to \$2,500
Farm superintendent.	3,000
Stewards.....	1,600 to \$2,500
Engineers.....	1,500 to \$3,000

The physicians, agricultural overseers, assistant deputy wardens, 5 guards, 3 superintendents of shops and the chief engineer, receive, in addition to salaries, shelter, heat and light.

There is no pension system.

### III

#### PRISONERS

**1. Population**—There were at the prison on November 1st, 1925, 2,202 prisoners. An analysis of this group is contained in the following tables:

**Ages:**

20 years or under...	130	41 to 50 years...	292
21 to 30 years.....	1,002	50 and over.....	163
31 to 40 " .....	615		

**Nativity:**

Native-born...	1,815	Foreign-born...	387
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The 387 foreign-born were contributed by the following countries:

Poland.....	73	Germany.....	25
Canada.....	68	Mexico.....	24
Austria.....	40	England.....	14
Italy.....	40	19 other foreign	
Russia.....	31	countries.....	72

**Race:**

White...	1,639	Negro...	533	Other races...	30
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**Education:**

Illiterate.....	402	High school...	96
Common school...	1,678	College.....	26

**Sentences:**

Indeterminate...	2,094	Up to 5 years.....	824
		" " 10 " .....	413
		" " 15 " .....	611
Determinate... 108 (life)		" " 20 " .....	185
		" " 30 and over...	61

Death sentence: Capital punishment was abolished in the State of Michigan in 1847.

**2. Classification**—There are two grades of prisoners—first and third. Men entering the institution are given first grade privileges until some infraction of the rules, such as attempted escape, unruly conduct, refusal to work, etc., for which they are demoted to the third grade. After ninety days they may be restored to the first grade, if the officials see fit.

**3. Insane**—Men adjudged insane are transferred to the state hospital.

## IV

## DISCIPLINE

**1. Rules and Regulations**—The book of rules is being simplified and revised by the new warden. Prohibitory rules and signs about the prison have been reduced to a minimum. Prisoners may talk in the yard, mess hall, shops and dormitories, but not from cell to cell, or when marching.

The shop regulations are practically those of outside factories.

Prisoners are allowed to write one letter a month and they may receive one visit a month. The visitor and prisoner sit in the guard room at opposite sides of a table with a glass partition on it sufficiently high to prevent articles being passed. They are in sight, but not within hearing, of a guard. Third grade prisoners lose the privilege of writing and receiving visits.

**2. Punishments**—There are about 55 reports a month. At the prison proper the usual punishments are loss of part or all "good time"; loss of privileges, including recreation, reading matter and purchase of groceries; reduction to third grade, involving loss of privileges and being locked in one's own cell, except when taken out for especially hard work; and being "chalked-in" in a special isolated cell block for from three to six days on bread and water, with nothing but a plank bed with blankets. This cell block is heated and ventilated. For very serious infractions men are sometimes placed in a semi-circular cage in which they cannot sit down. In extreme cases men are isolated in the "bull-pen," each one occupying a large semi-open cell, where he breaks rock by day, and occupies a solitary cell by night. There are no dark cells. At the brick plant, cement plant and prison annex, the usual punishment is solitary confinement in a detention cell on bread and water. The deputy warden

handles practically all disciplinary cases. Some types of severe punishment used under previous administrations are no longer employed.

## V

### HEALTH

**1. Hospital**—The hospital is on the top floor of the square tower-like building at the middle of the cell blocks. While the building is old, the hospital is kept up to a high standard. It has wards, a number of small rooms for surgical cases, X-ray and operating room and a good kitchen and mess room.

Men are held in quarantine until examinations are complete and in cases of contagious disease until danger of communication is over. Separate quarters are used for men taking Salvarsan treatments.

Tubercular patients are sent to the prison annex, where a small temporary hospital has been erected. If they do not respond to treatment here, they are transferred to the Ionia State Hospital for special treatment.

**2. Medical Staff**—The staff consists of a physician and an assistant on full time, a dentist on half time and a state psychiatrist who works in three state institutions.

**3. Psychological Work**—

(1) *Mental Tests*—In connection with the physical examination given to the men as they enter the prison, every man is given the Yerkes-Bridges mental test. The results of these tests are used for assignment to work and in connection with disciplinary cases.

(2) *Psychiatric Work*—Dividing the time of one psychiatrist among three state institutions makes it impossible for the psychiatrist to study more than a small percentage of the men.



**4. Commissary**—The kitchen and mess hall have high ceilings and are well lighted and ventilated. The mess tables are unusually good. The tableware is aluminum. Men are seated on both sides of the table and conversation is permitted. The kitchen and bakery equipment is good and the whole department well painted, clean and well cared for.

The unusually large development of farms and gardens makes possible a valuable addition to the usual prison fare. The great quantities of foodstuffs raised—meat, green foods and root crops—and a close supervision of the diet by the prison doctor, seem to justify the claim of a high standard in prison dietary.

**5. Baths**—There are 60 showers in a good bath house. Baths are given but once a week to the population as a whole. Gangs doing dirty work bathe more frequently. Men working in the kitchen and hospital bathe daily.

**6. Recreation**—There is a somewhat cramped baseball field. Men are given 20 minutes in the yard after dinner each day for smoking and recreation. On Saturday from 3:00 to 5:00 P.M. and on Sunday from 1:00 to 5:00 P.M. baseball games are played with outside teams and between shop teams.

**7. Entertainments**—Moving pictures are shown once a week in the mess hall, and also once a week at the annex, the brick and tile plant and at the cement factory. Radio outfits have been installed in a number of places.

## VI

### INDUSTRIES

**1. Workshops**—The various workshops are for the most part well lighted and ventilated. They are not crowded and in many of them working conditions approximate those of modern factory standards.

**2. Character**—All articles manufactured are for state use or for sale in the open market. There is no contract system. Michigan has a well organized industrial system, with central control of purchasing and part of the sales. The State Administrative Board exercises supervision over industries through the warden and provides efficiency engineers for consultation.

**3. Employment**—On the day the prison was visited the population was distributed as follows:

Twine shop.....	245	Aluminum.....	7
Textile industry....	116	Cannery.....	71
Auto-plate shop....	70	Brick and tile plant.	88
Monument.....	49	Cement plant.....	149
Brush and broom...	12		

The cannery is seasonal and in rush season employs a much larger number than the above. The brick and tile plant is 18 miles and the cement plant 23 miles from the prison proper. At the new prison, three miles away, 418 men were employed in construction and maintenance. There were 84 men on six farms and 325 men in five road camps. The balance, 568, were used on maintenance, or were sick and incapacitated.

**4. Vocational Training**—Because of the variety and character of the industries there is considerable indirect vocational training. This is especially true of the brick plant and cement plant, construction work at the new prison and the farm work.

**5. Compensation**—The State does not give any compensation directly, but allows it to be charged to the industries under cost of production. Compensation varies on a sliding bonus scale, according to the nature of the work performed. It is related to the production record of the industries and ranges from 10 cents to \$1.30 a day. Earnings may be sent to dependents and up to \$1.25 a week may be spent for tobacco, groceries, etc.

## VII

## EDUCATION

1. **Library**—The library contains two or three thousand volumes, in rather poor condition; about eight hundred volumes are distributed weekly. A magazine club among the prisoners provides a good supply of periodicals. The comparatively low standard of the library is due to the lack of a State appropriation for books.

2. **School**—There is no classroom work, the reason being given as over-crowding and lack of facilities pending the opening of the new prison. The schoolroom is now used as a store house.

3. **Other Courses**—Elementary and technical International Correspondence School courses are taken by or supplied to 310 men. Four inmate teachers assist the chaplain in this work.

## VIII

## RELIGION

1. **Chapel**—The auditorium, used also for moving pictures and entertainments, has been renovated and the ventilation improved. It is quite inadequate in size as it seats only about one-third of the population.

2. **Chaplain**—There is a full-time Protestant chaplain and a part-time Catholic chaplain.

3. **Services**—Regular Protestant and Catholic services are held each Sunday. Jewish services are held on special days. Attendance at all is voluntary. In summer Protestant services are held out-doors in the baseball bleachers with a band concert and an outside speaker as part of the program.

4. **Other Agencies**—The Salvation Army and the Volunteers of America occasionally hold services.

## IX

### TRAINING IN CITIZENSHIP

At the brick and tile plant, and in a less degree at the cement plant and the Prison Annex, (the new prison) there is some training in the responsibilities of citizenship through a semi-self-governing organization called the "Harmony, Honor and Justice Club." At the brick and tile plant especially a high degree of inmate cooperation is secured. There are no guards here and only a wire fence around part of the plant. The inmates have free access to the recreation building and baseball field. They elect their own officers, who have a large share in maintaining good order. At the other two plants there are similar clubs with somewhat less responsibility, but there is no such organization in the prison proper. The success of the organizations in the outside plants would appear to warrant an extension of similar training in the responsibilities of citizenship to the main prison.

## X

### PAROLE

During the last fiscal year, there were paroled from Jackson 763 prisoners. Of this number, 127 were declared violators, 51 of whom were returned. Weekly or monthly reports are made to parole officers who vouch for and sign the reports. There is a parole officer in each county.

## XI

## Cost

## GROSS COST:

Operation.....	\$1,000,742.27
New construction ..	<u>407,165.80</u>

\$1,407,908.16

## EARNINGS:

Earnings of indus-tries.....	96,081.21
Revenue from farms.	<u>173,123.89</u>

\$269,205.10

## NET COST

\$1,138,703.06

## COMMENT

1. The prison authorities are to be commended for the excellent condition of the whole plant as to cleanliness, neatness and such cheerfulness as gardens and lawns can give. Many of the cells, which have justly been condemned, are made more nearly endurable by attention to cleanliness and a liberal use of paint.

2. The industrial system reaches a high standard in both the construction and equipment of the shops. Few prisons in the country, if any, provide the variety in type of employment that is found here. The compensation granted which is charged to production costs sets up a desirable incentive for the inmates and has proved profitable to the State. The production of brick and cement furnishes interesting experiments for the prison officials of other states to study. Both materials are used in new prison buildings and the latter on state roads; both are sold in the open market. As a result of an alleged combination of brick manufacturers and the Bricklayers' Union, leading to a

boycott of Jackson-made brick, the Prison Commission has taken steps to prevent the threatened paralysis of this valuable industry. They plan to maintain a brick sales yard at Detroit and to train bricklayers in large numbers at the State Reformatory at Ionia. This situation has general significance for prison industries conducted on the state-account basis. The farm work and road work are worthy of further expansion.

3. The severe and outworn forms of punishment used in this prison by a previous administration are unlikely to be used by the present warden. The size of the prison and the wide distribution of its population together with the ever-increasing load of administrative problems tends to remove the warden farther and farther from personal relations with the inmates and from a most important phase of prison management—the discipline. Such a situation makes it especially important that the deputy who handles the discipline be in complete accord with the warden both as to the spirit in which the discipline is administered and the type and severity of punishments given. The larger the prison the greater the importance of the deputy.

4. While 310 men, an unusually large proportion of the population are studying correspondence courses, there should also be school work of the ordinary sort. Other prisons similarly crowded are still arranging space for school work. The library should be built up by a liberal state appropriation.

5. The problem caused by the unusually small chapel is partly solved by holding outdoor religious services during the summer.

6. The hours allowed for outdoor exercise and recreation in the main prison are less than in many prisons, but the attitude of the officials is shown by the provision of facilities even in places where prisoners are only temporarily quartered, such as the Prison Annex.



7. Both the hospital and medical program are unusually good, but there is ample work in a prison of this size for a full-time psychiatrist instead of the present visiting state psychiatrist.

8. There should be enough guards so that an eight-hour shift might be used in place of the present twelve-hour shift. There should be a pension system for guards and officers.

9. In considering a plant as huge and imposing as the new prison, one is impressed with the obvious danger that the human element may be completely submerged. This is a danger in any prison as highly and efficiently organized industrially as Jackson. The main purpose of a prison is to produce law-abiding citizens. There is always danger in our huge industrial prisons of losing sight of this fact. How man-production and material-production can be developed together is one of the great prison problems of today.

The development of inmate responsibility at the brick and tile plant, and to a lesser degree at the cement plant, is but another demonstration of the possibilities of successful organization of the inmates to handle the prison community life. A similar organization within the prison proper is just as practicable and desirable.

## MARQUETTE, MICHIGAN

Visited June 26th, 1925.

The Upper Peninsula Branch Michigan State Prison is situated about two miles from the city of Marquette, on the south shore of Lake Superior. The buildings, begun in 1885 and completed in 1889, were intended primarily to care for the prisoners of the Upper Peninsula. While this purpose has been carried out it has also become the disciplinary prison of the state.

### I

#### GROUND AND PLANT

The administration building stands in front and is joined by a corridor to the guard room in the center of the original cell houses. Later cell houses have been added on one side, at right angles to the old ones so that at present they run the width of the front of the prison and most of one side. The administration building and cell houses are all of red sandstone.

The new commissary building and one shop are built of brick. One new shop is of re-enforced concrete. An old wooden building is used as a box factory.

Outside the walled enclosure of about 10 acres are the sawmill and lumber yards, the barns and dairy. The State owns 810 acres.

1. **Housing**—There are five cell blocks containing 720 cells. Two cell blocks have no plumbing; the later cell blocks have good lavatories and toilets, and all cells now have electric lights. In the old cell houses the cells are 6 x 7 and 7 feet high; in the three latter blocks they are 5 x 8, and 7 feet high, with grated fronts.

The men are permitted considerable latitude in furnishing, equipping and decorating their cells. The beds are supplied with sheets as well as blankets.

There are no dormitories in the prison, but the men working in the dairy, the piggery and garage outside the walls have bunk houses and mess rooms.

2. **Farm**—About 520 acres of land are under cultivation.

## II

### ADMINISTRATION

1. **Control**—The management is vested in the State Prison Commission. Alton T. Roberts of Marquette, a member of this commission, has a special relation to this prison.

2. **Warden**—J. P. Corgan was appointed warden in February, 1922. He had business experience and was for twelve years Treasurer of Ontonagon County.

3. **Deputy**—William Newcombe, the deputy warden, was appointed in January, 1922. He had been sheriff of Marquette County for four years.

4. **Guards**—There are 8 keepers or senior guards, and 67 guards appointed by the warden. They work on eight-hour shifts. Wall and wing guards are employed continuously, working eight-hour shifts.

5. **Other Employees**—There are 22 other employees including a doctor, dentist, chaplains, shop foremen and clerks.

## 6. Salaries and Pensions—

Warden.....	\$5,000, quarters and maintenance
Deputy.....	2,500 with part maintenance
Keepers.....	1,510
Guards.....	1,200 to \$1,500
Doctor.....	4,160
Dentist (part time)...	1,500
Chaplains (part time)...	600
Shop foremen.....	1,500 to \$1,600
Steward.....	2,400
Clerks.....	1,000 to \$1,500

There is no pension system.

## III

### PRISONERS

**I. Population**—There were, on March 3, 1926, 780 prisoners.

An analysis of this group is contained in the following tables:

#### Ages:

Under 20 years...	25	30 to 39 years...	244
20 to 24 " ...	101	40 to 49 " ...	116
25 to 29 " ...	227	50 and over.....	67

#### Nativity:

Native-born...	598	Foreign-born...	182
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The 182 foreign-born were contributed by the following countries:

Italy.....	34	Poland.....	23
Finland.....	14	Canada.....	29
Austria Hungary.....	16	24 other foreign countries.	66

#### Race:

White...	618	Negro...	154	Other races...	8
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**Education:**

Illiterate.....	58	High school...	153
Common school...	549	College.....	20

**Sentences:**

Indeterminate...	574	
Determinate....	none	
Life.....	206	(including 7 double lifers).

Death sentence: Capital punishment was abolished in Michigan in 1847.

**2. Classification**—There is no classification system.

**3. Insane**—Most of the insane are transferred to the state hospital at Ionia.

## IV

## DISCIPLINE

**1. Rules and Regulations**—Each prisoner is furnished with a copy of the rules. The silent system is not in force at present, but a silent rule will obtain in the new mess hall when it is opened. In the shops and elsewhere prisoners can talk as freely as their work permits.

Prisoners can receive and write as many letters as they wish. The Superintendent of Mail reads and records incoming and outgoing mail. Visitors are received on Wednesdays and those from long distances on other days. Visits are held in a small room with a guard nearby.

**2. Punishments**—For minor offenses the usual punishment is loss of privileges or confinement in one's own cell. For more serious offenses prisoners are confined in the disciplinary cell block, where the cells are ordinary ones with plenty of light and air. The usual period of confinement on bread and water is five to six days with a full ration once each day. The prisoner may be kept there fifteen to thirty days on full rations after the bread and water period. In the work-

ing hours during the bread and water period he is handcuffed to the door, his hands a little over waist-high.

Several men implicated in the murder of the former warden and deputy, and insane men whom the state hospital will not accept, are confined in the disciplinary cell blocks for months or years. The first mentioned have been there over three years.

These men have full cell furniture and are allowed books, bead-work, etc. They receive the regular prison fare and are taken into the yard one hour a day for exercise. They wear dark, striped trousers and ordinary shirts in their cells.

If a trusty escapes he is made to wear stripes when recaptured; if a man not a trusty escapes, this is not done.

## V

### HEALTH

1. **Hospital**—A new hospital has been completed over the rotunda which joins the cell houses and administration building. In plan, construction, equipment and cleanliness it is equal to the best prison hospitals in the country.

The operating room is especially well equipped. There are wards for contagious diseases. Tubercular cases that do not improve are transferred to the Ionia Reformatory Tuberculosis Annex. The prison hospital is adequate in every way.

2. **Medical Staff**—There are a full-time doctor and a half-time dentist, a visiting oculist and a visiting psychiatrist. Consulting physicians are available.

3. **Psychological Work**—

(1) *Mental Tests*—No general mental tests are given.

(2) *Psychiatric Work*—The visiting psychiatrist is a representative of the State Department of Health who



visits the prisons and the reformatory at Ionia. His reports, and such reports as those of the court psychiatrist at Detroit, are used to some extent in work assignment, discipline and parole.

**4. Commissary**—The prisoners have been fed in their cells for over 25 years. The old dining room was abandoned on account of a riot which occurred there. A new commissary building has been completed and is now in use. This building, connected by a fenced passage with the cell blocks, includes mess hall, kitchen, bakery and cold storage rooms. In equipment and construction it compares favorably with the best prison commissary departments in the country.

The 594 seats in the mess hall all face one way.

The diet is varied by the use of farm and dairy products and fish caught in Lake Superior. About 80 men, including tubercular patients, each get one quart of milk a day. Other men receive a quart of milk twice a week. All dairy products from a herd of 35 cows are used at the prison. The minimum use of steam cooking in the new kitchen is calculated to make the food more palatable and digestible.

**5. Baths**—There are 83 shower baths in the lower corridors of all but two old cell blocks. Weekly baths are compulsory and baths are given semi-weekly during summer months. The kitchen force, firemen, etc., are permitted to bathe at will.

**6. Recreation**—There is space inside the walls for a fair-sized baseball diamond and additional space for exercise. Prisoners are in the yard daily for a half-hour at noon, on Saturdays from 11:30 to 4:00, Sundays and holidays from 8:00 to 4:00.

During the winter there are the same recreation periods, the prisoners going into the yard or having the freedom of the cell blocks. There is equipment for baseball, football and

handball. Outside baseball teams play in the prison. On some holidays the prisoners are allowed to organize celebrations.

**7. Entertainments**—Moving pictures are shown once a week and on holidays from December 1st to May 1st.

## VI

### INDUSTRIES

**1. Workshops**—The industrial building, a three-story structure, completed about two years ago, is modern in every respect. It was intended for a furniture factory but is now used for denim and overall storage and overall shipping department. The overall factory, an old two-story brick building has been improved considerably during the last four years. Working conditions compare favorably with factory standards on the outside. The box factory is in an old wooden building where working conditions are not so good. Using such a building for this purpose constitutes a serious fire hazard.

**2. Character**—Goods are manufactured for state use and for sale in the open market.

**3. Employment**—There are three industries: the box factory employs 108 men, the overall factory 207, and the sawmill 40. Another industry, either a chair factory or a woodworking plant, is to be added; the shop is already built. According to the report of February, 1926, the prisoners are distributed as follows:

Shoe shop.....	2	Hospital Attendants.....	7
Print shop.....	2	Construction.....	25
Farm and garden.....	16	Maintenance.....	185
New farm.....	7	Sick, under punishment, idle, miscellaneous.....	181

**4. Vocational Training**—The box factory and sawmill provide some vocational training. The overall industry is a

line of work in which, for the most part, only women are engaged in outside factories.

**5. Compensation**—Every man working receives at least 10 cents a day. Some receive as high as \$1.20 a day, the average compensation being 25 cents. Men in the overall factory are paid on the piece-work basis earning from 40 cents to \$1.20 a day.

## VII

### EDUCATION

**1. Library**—The library of some 6,000 volumes is in charge of an inmate under the supervision of the warden. The State buys some books, but most of them are purchased from profits of the prison store. As a whole, the selection and condition of the books appeared to be better than in the usual prison library. Subscriptions are maintained to more than a dozen magazines, scientific, business and fiction.

**2. School**—There is no school at present. When new construction work is completed quarters will be available for evening classes.

**3. Other Courses**—About 50 men are taking correspondence school courses.

## VIII

### RELIGION

**1. Chapel**—The chapel is on the second floor, over the mess hall, in the new commissary building. It is well lighted and ventilated and will seat the entire population.

The chapel is also used as an assembly room for moving pictures and other purposes. The library is housed in the rear of the room.

**2. Chaplain**—There are two part-time chaplains,

3. **Services**—Catholic and Protestant services are held on alternating Sundays at 7:00 A.M.

4. **Other Agencies**—The Salvation Army conducts services at eight o'clock every Sunday.

## IX

### TRAINING IN CITIZENSHIP

There is no system of inmate organization to train men for the responsibilities of citizenship.

## X

### PAROLE

During the last fiscal year, there were paroled from Marquette 77 prisoners. Of this number four were declared violators, one of whom was returned. Reports are made weekly or monthly to parole officers who vouch for and sign these reports. There is a parole officer in each county.

## XI

### COST

#### GROSS COST:

Operation.....	\$325,695.30
Construction.....	<u>213,211.13</u>

\$538,906.43

#### RECEIPTS:

Earnings of industries.....	41,600.50
Revenue from farms	<u>26,384.71</u>

67,985.21

NET COST..... \$470,921.22

## COMMENT

1. Noteworthy advances have been made under the present warden in developing, from an inadequate, poorly arranged and out-of-date prison, a plant that is modern in many respects. Cell blocks of modern construction have been built to supplement the two old and inadequate cell blocks. Other units completed are the new hospital quarters; and a commissary department, of which the kitchen, bakery and storerooms both as to arrangement and equipment compare very favorably with the best institutional standards in the country. A new shop of modern design has also been built. The shops in general are good, with the exception of the old wooden structure housing the box shop. Working conditions especially in the sawmill and on the farms, approximate those outside. New farm buildings have been authorized to replace the present unsatisfactory ones in the immediate vicinity of the prison. When these are completed there will be at Marquette a plant up to modern prison standards in most respects, the notable exceptions being the two old cell blocks.

2. Marquette is the prison in Michigan to which second-timers and "hardened offenders" are supposed to be sent. Prisoners who cause trouble at Jackson may be transferred here and the better prisoners transferred back. It presents difficult problems of discipline. The situation is further complicated by the presence of certain insane prisoners and those prisoners who were implicated in the murder of the warden and deputy. These two groups are kept in solitary confinement. Solitary confinement for an indefinite term of years is not a solution of any prison problem; but such cases constitute a most difficult one and the officials seem fully to realize this.

In spite of the above conditions there is evident at the prison an unusual degree of friendliness between the warden

and the prisoners. The morale under the given conditions appears to be good.

3. The granting of compensation, even of an average of 25 cents a day, has proved its value from the standpoint both of production and of morale.

4. The placing of shower baths on the lower corridors of the new cell blocks, with hoods to carry off steam and moisture, permits the use of evening hours for bathing, when time will not be lost from work, and makes possible an adequate number of baths per week.

5. The school work is at present negligible. Upon the completion of a fenced passage to the chapel, the evening hours will be used for school, which is sound policy.

6. The eight-hour day for guards found here is the standard to which prisons are gradually coming.

7. The generous allowance of time for recreation is beneficial from the standpoint of mental and physical health.

8. Allowing the prisoners responsibility for their holiday program is a recognition of the principle that training in responsibility is beneficial and a necessary process in training for citizenship outside. It should be developed further at Marquette, and related to general handling of the inmate community life as well as to recreation. The spirit of cooperation already existing would thus be made more effective and the inmates would be trained for the duties of citizenship.



## STILLWATER, MINNESOTA

Visited June 27, 1925.

The Minnesota State Prison was located at Stillwater in 1851, two years after Minnesota was organized into a territory. The first prison, a wooden building surrounded by a wooden fence, was remodeled and enlarged and used until the new prison plant, built at a distance of two and a half miles from the old one, was ready for occupancy in 1914. The new plant was erected by contract at a cost of about \$2,500,000.

### I

#### GROUND AND PLANT

A corridor runs through the prison, from the administration building in the front to the service building in the rear. From this corridor extend the two great cell blocks; next comes the laundry and bath house wing on one side, and on the opposite side the wing containing the deputy warden's office and the detention and punishment cells; next, the mess hall and auditorium on opposite sides of the corridor, and the kitchen and commissary connected with the mess hall. The floors and baseboards of these buildings are made of kasota stone, a native stone in appearance very much like marble, and the buildings inside are faced with yellow glazed brick.

The only separate buildings are the industrial buildings in the rear and the hospital in the south side of the yard. All are constructed of the same brick and roofed with red tile. The walls enclose about 22 acres.

**1. Housing**—The two cell blocks each contain 512 cells, 10 x 6, and 8 feet high. The cells are arranged in four tiers. Each cell has standard equipment—bed, chair, locker and shelf table. No other equipment is permitted. The cells have lavatories, toilets, and electric lights.

One room, originally planned for school purposes, is used as a dormitory for farm hands and houses from 25 to 40 men.

**2. Farm**—The five farms near the prison cover 1100 acres and contribute largely to the variety and quality of the prison dietary.

## II

### ADMINISTRATION

**1. Control**—The State Board of Control has charge of all correctional and charitable institutions. The members of this board are appointed by the Governor for a term of 6 years, with a salary of \$4,500 a year. The members are:

C. J. Swendsen,  
John Coleman  
Blanche L. La Du

The State Board of Control makes all purchases for the institution (but not for the prison industries) and appoints the warden and can dismiss him.

**2. Warden**—J. J. Sullivan was appointed warden in July, 1920. He entered the prison service more than twenty-five years ago and worked up through the various ranks to his

present position. He was deputy warden from 1914 to 1920.

**3. Deputy**—The deputy warden is Leo Utecht who in ten years rose from guard to assistant deputy warden and was appointed deputy in February, 1925.

**4. Guards**—There are 100 guards, including two assistant deputy wardens. The guards are appointed by the warden without civil service rules. They work eight hours a day.

**5. Other Employees**—Among the other employees are a doctor, dentist, two chaplains (part time), office manager, musical director, chief engineer, industrial department officials and clerks.

#### **6. Salaries and Pensions—**

Warden.....	\$5,000 quarters and maintenance
Deputy warden.....	3,120 quarters and personal subsistence
2 Assistant deputy wardens.....	1,740 and \$1,920 quarters and personal subsistence
Day guards.....	89 to \$115 (A deduction is made from guard's pay for meals eaten at prison)
Night guards.....	96 to \$122
Doctor.....	3,600 quarters and personal subsistence
Dentist.....	2,100
2 Chaplains (part time).....	600
Supt. of Industries...	5,000
Supt. of farm implement industry.....	4,200
Supt. of twine plant..	3,600
Educational director (part time).....	400
Steward.....	1,920
Cook.....	1,920

There is no provision for pension.

## III

## PRISONERS

**1. Population**—There were, on June 27, 1925, 1,082 prisoners.

The report for the biennial period ending June 30, 1924, shows 1053 prisoners. An analysis of this group is contained in the following tables:

**Ages:**

Under 20 years...	21	30 to 39 years...	388
20 to 24 " ...	171	40 to 49 " ...	172
25 to 29 " ...	216	50 and over.....	85

**Nativity:**

Native-born...	778	Foreign-born...	275
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The 275 foreign-born were contributed by the following countries:

Austria.....	25	Russia.....	20
Norway.....	22	Finland.....	18
Sweden.....	31	Poland.....	16
Canada.....	28	Italy.....	10
Germany.....	20	30 other foreign countries..	85

**Race:** Data not available.

**Education:**

Illiterate.....	89	High school.....	94
Common school..	835	College and University....	35

**Sentences:**

Indeterminate...	909		
Determinate....	144	{ Between 25 and 35 years..	6
		{ Life.....	138

Death sentence: Capital punishment was abolished in Minnesota in April, 1911.

**2. Classification**—There is no classification except as to grades, of which there are three. On confinement men

enter the second grade, and can make first grade in 6 months by good conduct. Men reduced to third grade lose "good time" for the period they remain there.

**3. Insane**—Men adjudged insane by a commission on insanity are transferred to a state hospital, or the Hospital for the Criminal Insane.

## IV

### DISCIPLINE

**1. Rules and Regulations**—Printed copies of the rules are furnished each prisoner. They are minutely detailed, 43 specific offenses being listed. The silent system is rigidly enforced, except during recreation hours in the yard and three noon meals a week.

First grade men may write one letter a week, second grade men, one in two weeks, and third grade men none, except by special permission.

First and second grade men may receive visitors once a month; third grade, none. The mark of third grade is three diagonal black stripes on the sleeve of the regular uniform.

Approved weekly papers and magazines are permitted.

Prisoners are not allowed in their cells from breakfast time until after the evening meal, when they are locked in for the night.

**2. Punishments**—The deputy warden handles disciplinary cases. The punishments are loss of privileges, reduction in grade (involving loss of "good time" when in third grade), and solitary confinement (involving loss of "good time" and followed by reduction to third grade).

Solitary confinement cells are in a separate cell block, which is light, sanitary, and well ventilated. The diet is bread and water, the bed a canvas cot. During working hours the hands are cuffed to the door, about waist high.

Men who have lost their privileges sit under guard in the mess hall, in silence, with arms folded and facing straight ahead during recreation hours. At the time the prison was visited, about fifty men were undergoing this punishment.

## V

### HEALTH

**1. Hospital**—The hospital is a separate one-story building, located on a natural knoll in the south end of the yard and surrounded by attractive grounds with flowers and shrubs. It has four wards (one for tubercular patients) a segregation section, an operating room, kitchen, and two outside porches for convalescents or tubercular patients. The hospital does not measure up to the highest prison standard, either in upkeep or equipment.

**2. Medical Staff**—The doctor and dentist give full time to the prison. An optometrist and an eye-ear-and-throat specialist visit the prison; both receive retainer fees.

There is no psychiatrist.

**3. Psychological Work**—

(1) *Mental Tests*—None are given.

(2) *Psychiatric Work*—The psychiatric work is negligible.

**4. Commissary**—The commissary building, including kitchen, bakery, storerooms and refrigerators, is completely equipped and adequate for its purpose.

The mess hall has seats for 1500, all facing one way. The table dishes are white ware.

The stone floors, and walls of yellow glazed brick make possible a high standard of cleanliness with a minimum of work.

The prison farm and dairy lend variety to the diet, which



as a whole, appeared to be better than the usual prison dietary.

**5. Baths**—There are 50 showers in the bathhouse. A weekly bath is required. Two or more baths weekly are permitted for kitchen and foundry men.

**6. Recreation**—There is ample space for baseball and other sports. Only baseball is played, and that by the prison team, which plays outside teams. In summer the recreation hours in the yard are Saturday afternoon from 1:30 to 4:15 and on holiday mornings. The baseball team practises daily for about an hour. In winter the recreation hours are spent inside the cell blocks, except that there is no recreation Saturday afternoon.

**7. Entertainments**—Motion pictures are shown once a week, on Sunday mornings. There are occasional vaudeville shows from the outside, and the prison band plays practically every day in summer.

## VI

### INDUSTRIES

**1. Workshops**—The two workshops, located in the rear of the enclosure, are comparable to modern factories. They are well lighted and ventilated. The men go directly to the mess hall from the shops, and excellent facilities for washing are provided.

**2. Character**—There is no contract labor at Stillwater; binding twine and farm machinery are manufactured under the state-account system for sale in the open market.

**3. Employment**—The 1082 prisoners are distributed in industries as follows:

Twine plant. . . . .	460	Maintenance. . . . .	310
Farm machinery. . . . .	236	Ill or unassigned. . . . .	50
Farms. . . . .	26		

4. **Vocational Training**—The industries provide a considerable degree of vocational training.

5. **Compensation**—Every prisoner working gets at least 25 cents a day, the average compensation being 49 cents a day and the maximum, \$1.10. Compensation to men working in industries is charged to industrial costs and to men working on maintenance, to maintenance costs.

## VII

### EDUCATION

1. **Library**—There is an excellent and well catalogued library of 12,000 volumes, including bound magazines. Books are rebound at the library. Several copies of 65 different magazines are taken. The library is supported by the amusement fund derived from visitors' fees.

2. **School**—The school is quartered in a single large room equipped with regulation school desks. It is under the supervision of the superintendent of the Stillwater schools, and is held three evenings a week for eight months of the year. The course of study is largely that of the first eight grades. One class in bookkeeping and shorthand is held. The average attendance is 150.

3. **Other Courses**—About 190 prisoners are pursuing correspondence and university extension courses.

There is a branch of the Chautauqua Society in the prison, pursuing the Chautauqua course of study, with fortnightly meetings. It has about a dozen members.

## VIII

### RELIGION

1. **Chapel**—The chapel, or auditorium is well lighted and ventilated. It has 1500 wooden seats of the theater type, and a well equipped stage for entertainments.

2. **Chaplain**—There is no resident chaplain. Two local ministers conduct services.

3. **Services**—Protestant and Catholic services are held on alternate Sundays; attendance is voluntary. There is a prison choir in addition to the orchestra. Christian Science services are held once in two weeks.

4. **Other Agencies**—Representatives of the Salvation Army make occasional visits.

## IX

### TRAINING IN CITIZENSHIP

There is no training for the responsibilities of citizenship by community organization.

## X

### PAROLE

For each penal institution in Minnesota there is a parole board of three members—the senior member of the State Board of Control, the warden, and a third member appointed by the Governor for a period of six years. Each board appoints a parole agent for its institution; he visits paroled men about every two months, finds work for them, etc.

Number of men paroled 1923-24 (2 years) . . . . . 250

Number declared violators . . . . . 55

(Of these 28 were returned to prison.)

## XI

### COST

Stillwater prison is not only self-supporting, but, after paying a large sum in compensation to inmates, it returned a net profit to the State.

The figures for the year ending June 30, 1923, were as follows:

Earnings.....	\$485,173.31
Gross cost.....	448,200.55
Net profit.....	<u>\$36,972.76</u>

During that year the amount paid inmates in compensation was \$108,152.42 and the amount given in State aid to families, \$20,653.48.

## COMMENT

1. Stillwater demonstrates the desirability of building an entire prison plant at one time, following a carefully laid plan. Minnesota has what few other states have—a unified and coordinated prison plant. In arrangement and construction of buildings, in sanitation, lighting and ventilation, it is the best prison of its type in the country.

2. The unusually efficient industrial organization is significant as a demonstration both of what prison industries can do and of the conditions under which they may become efficient. The twine and farm implement industries are reported to be paying the entire cost of running the prison, a not inconsiderable total wage to the prisoners, and an annual profit.

These successful industries appear to show rather conclusively that the common failure of prison industries is not chargeable to the inefficiency of prison labor, a charge commonly made and not uncommonly accepted. There is no reason for believing that the prisoners of Minnesota are either more or less industrially efficient than in other states. The obvious conclusion follows that the general inefficiency in industries must be charged, not to the inefficiency of prison labor, but to prison management and industrial system.

3. In Minnesota the factors that appear to have contributed to the success of the industries are:

(1) Control centralized in the warden. The warden is given actual power, very similar to that of the general manager of a corporation. The authority is not divided between a prison and an industrial head, (a division found in some states) though the funds are accounted for separately. Neither has the warden been prevented from giving efficient management by having his hands tied by a system of checks and balances, so generally put on public officials. The prison authorities, having actual power, use it.

(2) Successful purchasing of material.

(3) Good working conditions. The shops are comparable to outside factories, as regards ventilation, light, etc., and the equipment is modern.

(4) Payment of wage to workers. All prisoners whether employed on maintenance or in industries receive wages ranging from 25 cents to \$1.10 a day, averaging about 50 cents a day. These wages are properly charged to maintenance and production costs.

(5) A product for which there is a ready market. Farm machinery and binder twine find a ready sale in Minnesota and nearby states. They are purchased by dealers and associations of farmers. Minnesota is, therefore, operating its prison industries on the state-account plan and selling on the open market.

(6) It has like other industrial corporations, developed a complete sales organization.

4. Minnesota has what is unquestionably the best provision for state aid to families of prisoners. Instead of ignoring or leaving them dependent on charity, the State has wisely made provision for aiding prisoners' families. About one fourth of the men have families, to which the State paid, in the biennium ending July 1924, over \$42,000. No other state has given substantial evidence of recognizing

responsibility for the family, when the law takes away the breadwinner. A major part of the prisoner's earnings is also turned over to the family.

5. While Minnesota has been leading the prisons of the country in several important respects, this prison exemplifies clearly certain grave dangers in prison development. Just pride in what has been accomplished should not divert attention from what still needs to be done.

In this institution, admirable in so many ways, the prisoner seems submerged. In the industrial development, the individual appears to be swallowed by the great industrial machine. Both plant and industries, admirable as they are, should be only a means to an end. The man-product is more important to the State than the industrial product. The institution is socially useful only as its human product is of the right kind.

The individual prisoner at Stillwater is not only almost completely submerged by the great plant and in the industrial machine, but he is hemmed in by unnatural and repressive restrictions. He lives under a silent system of the sort long since abandoned in most prisons. Except for the influence of steady work, valuable and necessary as that influence is, he can feel here few of the influences which tend to rehabilitate men. There is not only no training in the responsibilities of citizenship which he must face outside, but a removal of practically all sense of responsibility by rules which carefully prescribe every action. Such a system of discipline rigidly enforces those rules on the mass rather than the individual with perhaps an even hand, but certainly an indiscriminating one.

It may be said with justice that the same is true of many other prisons. The significance of such conditions as those at Stillwater is, that this prison is having a definite influence not only on its own section, but to some degree on the whole country. Its physical and industrial standing is such that



many other institutions look to it for guidance in all fields of prison practise.

A prison's success must be measured primarily by its man-product—by its success in turning non-social or anti-social men into law-abiding citizens. This can go hand in hand with successful material production. At Stillwater, however, the latter seems to be achieved at the expense of the former.

## JEFFERSON CITY, MISSOURI

Visited August 14, 1925.

In 1833 the State Legislature of Missouri appropriated \$25,000 for land and buildings for a state prison at Jefferson City, to be ready in 1834. Due to the failure of the contractor, the work was delayed, and the prison was not completed until 1836. In that year 18 prisoners were received. The main buildings of the prison today date from 1860 down to 1918 when the new cell house was completed.

### I

#### GROUND AND PLANT

The administration building houses the offices on one side of the driveway, and the women's prison on the other. A quadrangle is formed in the prison yard by the administration building in front, mess hall in the rear, and a cell house on either side, one new, the other built in 1868. The "Cotton Rock" used in these buildings resembles fine yellow sandstone. The court of the quadrangle is attractively planted.

Aside from this central group, the buildings vary in type of construction and material. They are built on different levels, and many are inconveniently located, a condition common to prisons where construction has been carried on at intervals with no definite plan worked out or adhered to.

The walled enclosure of 38 acres is divided into two sections; in one are the cell houses and some shops; in the other, shops, tuberculosis hospital, recreation field, chapel and warehouse.

There are five cell houses and one dormitory.

Cell house A, built in 1868, has 152 cells on four tiers, built on both sides of a wide, central corridor. The galleries are reached by circular stone steps at the end of the cell house. The cells in this house have two outside windows, so narrow as to be scarcely more than perpendicular slits in the wall. The cells are 9 x 13, and 8 feet high. They are equipped with narrow, double-deck bunks, straw ticks or mattresses, and blankets. Showers have been installed in four of these cells, and one is used as a storeroom. The remaining 147 cells house 809 men, which makes five or six men to each cell. As this cell house is without plumbing, buckets must be used for toilet purposes. All the occupants are negroes.

"E" hall contains 272 cells, built on three floors, each floor having two tiers. The cells are  $7\frac{1}{2}$  x 8 and 7 feet high. Walls are of steel, and the front full-grated. The cells have lavatory and toilet of poor quality, the latter being set in a recess in the service corridor. Double-deck bunks are provided, and two men are assigned to each cell.

The cell house built in 1910 is modern in every way, and in most respects is unsurpassed by any in the country. The floors and walls are white tile, the windows large, and the front of the cells full-grated, allowing maximum light and ventilation. Plumbing fixtures are of very good grade. The cells are on four tiers, each  $9\frac{1}{2}$  x  $6\frac{1}{2}$ , and  $7\frac{1}{2}$  feet high. There is one tier of cells in a semi-basement; these cells have the same floor dimensions, but are  $11\frac{1}{2}$  feet high. Each cell has bunks for three men.

Despite the overcrowding, it is possible to keep a cell house of this kind in good sanitary condition. In cell house "E" this is more difficult, and in the old cell house, with five

or six men to a cell, it is impossible to maintain healthful living conditions.

The isolation building has 20 cells, now used as quarters for trusties. The school room, on the third floor of the mess hall building, has been converted into a dormitory for about a hundred men. The lighting and ventilation, and washing and toilet facilities, are quite inadequate for such a large number.

**2. Farm**—There are three farms, covering 1147 acres, which are used largely in supplying fruit, fresh vegetables and milk to the inmates. They are being developed more fully, and are classed as a prison industry, rather than a maintenance department designed to give the prison an ample and inexpensive supply of fresh food. It is the aim of the present board to do more intensive farming this year and increase the supply to meet the growing demand.

## II

### ADMINISTRATION

**1. Control**—The management of the prison is entrusted to the Board of Commissioners of Penal Institutions, which consists of a director and two commissioners. The present personnel of the board is as follows.<sup>1</sup>

Dr. Cortez F. Enloe... Director

William Krause..... Secretary

A. H. Sternbeck..... Pardon and Parole

W. B. McGregor..... Farm Superintendent

The commissioners act in the capacities noted above for the prison, but are also commissioners for the other institutions.

<sup>1</sup>When the prison was visited, S. T. Nix was warden and John L. Burnett Superintendent of Industries. They have since resigned.

The director and the commissioners are appointed by the Governor for a term of four years.

**2. Wardens**—The authority which is delegated to the warden in most prisons is here distributed among the commissioners. One of the commissioners as warden is responsible only for discipline.

**3. Deputy**—Leslie Rudolph was appointed deputy in May, 1925. He has been in the employ of the prison, as guard and assistant, for 15 years. He is now acting warden.

**4. Guards**—There are 130 guards appointed by the Board, without civil service rules. Some of the guards work on 8-hour shifts, and the others on 12-hour shifts.

**5. Other Employees**—Among other employees are a doctor, dentist, and oculist (all on part time), 3 superintendents of industry, 2 chaplains, and a hospital steward.

#### 6. Salaries and Pensions—

Director.....	\$4,000 and quarters
Commissioners.....	3,500
Deputy warden.....	2,400 and quarters
Guards.....	1,380 to \$2,100 (some have rooms at prison)
Doctor (part time)...	2,400
Dentist (part time)...	2,280
Oculist (part time)...	600
Chaplains.....	1,200 to \$1,500
Supt. of Industries...	2,700 to \$4,200
Steward.....	2,700

There is no provision for pensions.

### III

#### PRISONERS

**1. Population**—On August 15, 1925, when the prison was visited, there were 2,840 inmates at the prison. The

report for March 24, 1926, gives the following figures on the population of 3277.

**Ages when received:**

Under 20 years...	246	30 to 39 years...	720
20 to 24 " ...	790	40 to 49 " ...	402
25 to 29 " ...	1010	50 and over.....	109

**Nativity:**

Native-born...	3177	Foreign-born...	100
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The foreign-born were contributed by the following countries:

Germany.....	10	Italy.....	50
Ireland.....	30	Other foreign countries....	10

**Race:**

White...	2438	Negro...	833	Other races...	6
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**Education:**

Illiterate.....	1638	High school...	655
Common school...	819	College.....	164

**Sentences:** Data not available.

The method of execution is hanging.

**2. Classification<sup>1</sup>**—There is no system of classification of prisoners.

**3. Insane**—Upon recommendation of the doctor, insane prisoners are by order of the Governor transferred to the state hospital.

<sup>1</sup>On January 26th, 1926, prisoners were classified as follows:

TIME-OUT MERIT CARD

Class "A"	Out in	7/12ths	of sentence
" "B"	" "	8/12ths	" "
" "C"	" "	9/12ths	" "
" "D"	" "	10/12ths	" "
" "E"	" "	12/12ths	" "

Only prisoners in Class "A" and Class "B" are eligible to parole.



4. **Women**—Separate quarters should be provided in some state institution for women. It is almost universally recognized today that penal institutions for women should be wholly separated from those for men, both in management and plant.

## IV

### DISCIPLINE

1. **Rules and Regulations**—Rules for inmates are printed. A silence rule is enforced in line, and in the main shops, except for conversation incidental to work, and in the dining hall. Prisoners may write two letters a week and receive two visits a month, usually of two hours' duration. Writing and visiting rules are flexible. Visits are held in the deputy's office, under guard but without barriers or tables, visitor and prisoner sitting in chairs side by side.

Newspapers are allowed. Token money is in use and prisoners may purchase groceries, candy, tobacco, etc., at a stand near the baseball field.

2. **Punishments**—The usual punishments are loss of privileges, loss of good time, and solitary confinement in an isolation cell on bread and water for periods up to two or three weeks. The cells are not dark, but ventilation is poor and buckets are used for toilet purposes. Stripes, carrying with them the loss of all privileges, are worn for six months by parole violators and those who escape or attempt escape, and for varying periods by men committing other serious offenses. A number of drug addicts, segregated and closely confined in a corridor of the cell house, wear stripes.

The method of handling men reported by guards constitutes a punishment in itself. They are taken to a room in the isolation block, where they stand in silence facing a blank wall from the time of the report until four o'clock in the afternoon, when the deputy disposes of their cases.

## V

## HEALTH

1. **Hospital**—The main hospital, situated near the administration building is a three-story structure. It is large enough to serve the prison adequately and is so constructed that effective segregation of special cases is possible. It has a number of wards and rooms for observation and for those who are very sick. It has, however, a general air of neglect and is far below the hospital standards of most large prisons. Most of the rooms have a depressing outlook, and those with a clear and pleasant view of the river are rendered depressing by their condition. The equipment of the operating room is old and inadequate. The diet kitchen and dining room are in the basement and not up to the standards of better prisons.<sup>1</sup>

Tubercular patients are housed in a long, one-story structure behind the new cell house. The partitions in this building do not reach the ceiling and extend only about half way across the building, making a series of alcoves rather than rooms. The walls on one side are only a few feet high, the rest being screened. The surrounding grounds are uncared for and depressing. The kitchen falls below usual standards. Except that it represents an advance toward open-air wards, this hospital is in no respect comparable with many other prison tuberculosis wards.

2. **Medical Staff**—The prison employs a doctor and a dentist (both on part time) and a hospital steward.

3. **Psychological Work**—There is none.

4. **Commissary**—The kitchen occupies one end of the first floor of the commissary building; the mess hall takes the balance of that floor and all the second floor. Storerooms and refrigerators are in the basement.

<sup>1</sup>Since the prison was visited the diet kitchen and dining room have been moved to the first floor.

The mess tables are of plain wood, and the table dishes of agateware. The walls and ceiling need paint, and the cement floors are so pitted that it is difficult, if not impossible, to keep them clean and odorless.

The kitchen is adequately equipped, but poorly lighted and ventilated. An elevator is used to carry meals to the main mess hall on the second floor.

The large and well-managed farms contribute variety to the diet. Milk is served occasionally, and fresh vegetables in season. Prisoners may buy groceries with token money and take them to their cells.

**5. Baths**—Beneath cell houses B and C are two good bath houses, each with 36 showers; there are a number of showers on either side of each floor in cell house E, and 32 showers in four converted cells in cell house A. This last is a makeshift and an undesirable arrangement. Weekly baths are required, and more are permitted kitchen men, etc.

**6. Recreation**—There is a large yard where baseball and football are played. Outside teams come in to play the prison teams. The hours of recreation in summer are from 4:30 to 6:00 P.M. on Tuesdays and Thursdays; 12:15 to 3:00 P.M. on Saturdays; and 9:30 A.M. to 2:00 P.M. on Sundays and holidays. In winter recreation hours are on Saturday and Sunday. The prison band plays in the yard twice daily at meal time.

**7. Entertainments**—Moving pictures are shown twice a week, on Saturday afternoon and Sunday morning. There are a few lectures and concerts, and once or twice a year the inmates stage a show to which outsiders are admitted.

## VI

### INDUSTRIES

**1. Workshops**—There are seven industrial workshops—broom, twine and rope, rock breaking, shoe, shirt and pants,

and two overall shops.<sup>1</sup> A carpenter shop and a machine shop are operated for maintenance. Working conditions vary greatly; the shoe shop is probably the best, and the broom shop the worst, though the shirt and pants factory is very much overcrowded and very imperfectly lighted and ventilated.

**2. Character**—The contract system was abolished by law nine years ago. Manufacturing is now carried on by the industrial department of the prison, part of the production for direct sale in the open market, and part on a "cut-make-and-trim" basis. Under the latter system an outside contractor supplies a certain amount of material to be made up according to specifications at an agreed price. At present the commodities manufactured on this basis are boots, shoes, shoe findings, workmen's clothing, brooms, twine, and rope. The industrial department pays the prison \$1.00 a day for each prisoner employed. On August 14, 1925, there were 1550 men employed. The prison may draw on the profits of the industries for such further amounts as are needed for the operation of the prison.

Rock is quarried and broken by hand for road material.

**3. Employment**—On August 14, 1925, the population of 2777 (not including women) was assigned as follows:

Industries.....	1638	Maintenance.....	598
Farms.....	61	Idle.....	377
Quarry.....	38	Sick and excused.	65

**4. Vocational Training**—There is some vocational training incidental to the work of the shoe shop, twine plant and farms. There is practically none in the clothing shops, which employ more than 1100 men, as this is largely a women's industry in shops outside of prison.

**5. Compensation**—A number of prisoners receive com-

<sup>1</sup> Since the prison was visited, a furniture factory and a wood product shop have been added.

pensation of \$1.00 to \$1.50 a month, under the law providing that they receive an amount equal to 5 per cent. of their estimated earning power. This latter figure is in most cases set by the Penal Commission at \$30.00 a month.

In addition, some compensation is paid by the industries. Those on a task basis receive a "tip" for over-task work when the shops have orders enough to make over-task work necessary. Cutters, floor helpers, and others not on task work receive an average "tip" of \$2.00 a month.

## VII

### EDUCATION

1. **Library**—The library is inconveniently located on the third floor of the mess hall building. It contains 800 volumes, and equipment for rebinding. The library is far below usual standards for prisons of this size. Prisoners may subscribe for magazines.

2. **School**—Due to overcrowding, the school room is now being used as a dormitory, and no school work is conducted.

## VIII

### RELIGION

1. **Chapel**—A new building in the yard back of the mess hall serves for chapel and entertainment purposes. It is large enough to seat the present population of the prison. Along the sides and in the center aisle are raised seats for the guards. It is an auditorium rather than a chapel. For Catholic services there is a separate chapel located on the upper floor of the mess hall building and used solely for religious services.

2. **Chaplain**—There are two chaplains—one Protestant on full time, and the other Catholic, on part time.

3. **Services**—Protestant, Catholic, and Christian Science services are held at the same hour on Sunday morning, in separate chapels or rooms.

4. **Other Agencies**—Among the colored population there is an inmate church organization, with inmates as preachers.

## IX

### TRAINING IN CITIZENSHIP

There is no system of inmate community organization to train men for the responsibilities of citizenship.

## X

### PAROLE

Missouri has no indeterminate sentence law, and parole is possible only through executive clemency. Only a small proportion of the prisoners are paroled. There is no parole agent in the field, but one of the penal commissioners has particular charge of pardons and paroles. Paroled men make monthly reports, certified by the sponsors to whom they are paroled.

## XI

### COSTS

Gross cost from January 14, 1925, to December 31, 1925.....	\$1,059,669.35
Earnings from farms and industries.....	805,403.46
Net cost.....	\$254,265.89
Total amount paid to in- mates as compensation...	\$38,825.30



## COMMENT

From the standpoint of population, the Missouri prison is one of the largest in the country.

1. The prison plant shows clearly the effect, noticeable in many prisons, of construction over a long period. Its buildings range from modern to archaic; they are of many types and built of various kinds of material. They were placed with little regard to future development. A large plant for any purpose, built without a coherent plan, is not likely as a whole to serve its purpose effectively. The Jefferson City prison is no exception to this principle.

2. The new cell house is one of the best in the country, but it is almost the only unit of the entire plant that is up to modern institutional standards.

3. The oldest cell house is not fit for use. The mess halls are dreary and odoriferous; most of the shops dark, poorly lighted, badly ventilated and overcrowded; the hospital, generally neglected and meagerly equipped.

It is not simply a question of the buildings, for other prisons are as unfortunate in this respect, but many other prisons, including some much older than Missouri, offset the handicap of inadequate buildings by special attention to sanitation and upkeep. Neither the buildings nor the prison grounds as a whole give evidence of the attention to sanitation and upkeep that is characteristic of most prisons today. Some money would be necessary, and this may not have been available, but substantial improvements could be made by using available labor. The grounds could at least be kept free of litter and rubbish. A marked exception to this apparent neglect of the grounds is the central quadrangle with its beautiful flower garden.

4. Detailed mention should be made of the old cell house, the general overcrowding and working conditions in the shops. In the oldest cell house, built in 1868, 809 negroes

are housed in 152 cells. These cells have no plumbing, the ventilation is quite insufficient for the number of men, and the general sanitary condition is very bad. It should be completely remodeled or its use discontinued.

5. The increase in population has created conditions of overcrowding as serious as in any other prison covered in this report. The cells contain from two to six men and a makeshift dormitory is badly overcrowded. It is expected, moreover, that the overcrowding will become even more serious, in view of the number of men now in county jails awaiting trial. Such conditions should result in the immediate building of temporary or permanent quarters and consideration of the possibility of distributing more of the population on the farms or in road camps.

Such overcrowding puts an impossible burden on the officials and tends to defeat the purpose of the state in sending men to prison.

The overcrowding would undoubtedly be reduced if Missouri had an adequate parole system.

6. Working conditions in the shoe shop are good, but the broom shop is very dirty, dark and badly ventilated. The twine shop, as compared with that of other prison twine shops is disordered and littered. The worst working conditions as regards lighting, ventilation and overcrowding found in the shops of any prison in this book, is in the "shirt and pants shop." There may be no immediate way of solving the overcrowding, but ventilation could easily be improved by installing electric fans as in the Delaware prison shop, and electric lights could be installed, one to each machine, in place of the few badly placed and dim lights that now put a constant and severe strain on the eyes of the men and lower the quality of work done. Such working conditions are a disgrace to the state.

7. The main hospital is adequate in size, but it is not well equipped or well kept. The medical program here is in no

respect comparable to that of most other large state prisons. It is in marked contrast to the health work of the prison at San Quentin, California, which has about the same population. The tuberculosis hospital in construction, upkeep and general atmosphere is little short of tragic. This prison is large enough to have a full-time medical staff; it has one part-time doctor.

8. From an industrial standpoint, this is an interesting institution. The industries are unquestionably profitable and are said to pay for the cost of running the prison. But it seems quite obvious that the modification of the contract system used in the larger industries, euphoniously called the "cut-make-and-trim" method, while possibly not in conflict with the letter of the law abolishing contract labor, is clearly contrary to the intent and purpose of that law.

There may be justification for straining the law to avoid the evils of idleness, but the statements of officials that contract labor was abolished in 1918 should not be understood to mean anything more than that a particular form of contract labor was abolished. This situation results in giving inaccurate information to the public as to the facts. It puts the prison officials in a false position and it certainly fails to make the prisoner respect the laws of the state.

The clothing industry, employing 1125 men, has except for a very few men no vocational value. The shoe factory gives some vocational training.

9. Due to the necessity of using the school room as a dormitory, there is no school work. A system of supervised or individual study in the cells could probably be worked out with the cooperation of the state university. The experience of California and of the army prison at Ft. Leavenworth in this respect, is significant. Education is too important a factor in prison to be neglected.

10. It is almost universally accepted that women should not be quartered in a prison conducted for men; that they

should rather be confined in some separate part of a state institution for women. If this were done in Missouri, space would be made available for any one of several special groups which could be quartered in the present women's section. This section might be used to quarter the drug addicts, simplifying the problem of handling that group, an unusually large one in Missouri. This would make it easier to give drug addicts the scientific treatment they are not now receiving.

11. The schedule of outdoor recreation is more restricted here than in many other prisons. Its contribution to mental and physical health and general morale is especially important in an overcrowded and highly industrialized prison.

12. The rules generally are not particularly rigid. In two matters, however, comment is called for. Prisoners reported are required to stand in silence facing a wall in the punishment section until their cases are heard late in the afternoon. They are thereby punished no matter whether the deputy sustains the charge or dismisses it. This practise is found in no other prison covered in this book.

Secondly, the whole punishment system is unusually harsh and repressive and is not conducive to real discipline.

13. In several states there is a tendency to dual control of the prisons. The warden retains general charge of the prisoners and a superintendent of industries, not responsible to the warden, is in charge of the industries. This dual control does not appear to have worked well, but Missouri has gone still further in the matter of plural executives, and has five, each member of the Prison Board having complete charge of a separate department. Since the prison was visited the board has been reduced to three members. This unique system of control does not seem well calculated to give a consistent and progressive prison policy. While it

did not create the conditions commented on above, neither has it remedied them.

The Missouri state prison is one of the worst among those covered in this book.

## DEER LODGE, MONTANA

Visited July 3, 1925.

The prison at Deer Lodge was established in territorial days, about 1879. The original prison building is the center cell house of the present prison.

### I

#### GROUND AND PLANT

The territorial prison was a three-story building with a Mansard roof. This roof, visible above the wall, is flanked on either end by the later cell blocks, which resemble closely the type of buildings frequently erected for armories.

The cell blocks run along the front of the prison a few feet behind the wall. Another series of buildings, housing hospital, commissary, library and laundry, is built across the rear of the prison, close to the back wall. The space between is open except for a theater building, the gift of a citizen, which stands at one end of the yard and which is used for religious services and entertainments.

There are about six acres within the walled enclosure.

**1. Housing**—There are three cell houses. The original cell block of the territorial prison has but 42 cells, only part of which are used.

Cell block No. 2, which is of later construction, has no



plumbing. It has 168 cells, 8 x 6, and 7 feet high, in three tiers.

The new cell block has 200 cells in four tiers. These cells are 9 x 7 and 7 feet high, and are equipped with good lavatories and toilets.

. Each cell has a bed with sheets and blankets, a locker, bench and stand. Men are permitted to decorate their cells.

There are no dormitories in the prison, but just outside the walls is a large bunk house for trustees who work outside of the prison.

**2. Farm**—The state owns three and leases two farms or ranches. About 1500 acres are under cultivation.

## II

### ADMINISTRATION

**1. Control**—The Prison Board consists of the Governor, the Attorney General, and the Secretary of State. The Board visits the prison several times each year. The warden is appointed by the Governor and confirmed by the senate, for a period of four years.

**2. Warden**—The present incumbent, A. B. Middleton, formerly a rancher and sheriff, was appointed in April, 1925.

**3. Deputy**—The deputy, W. E. Thompson, has been an employee of the prison for three years and became deputy in March, 1925.

**4. Guards**—There are 41 guards, appointed by the warden; they work 8 hours a day.

There is no civil service law.

**5. Other Employees**—The other employees are the doctor (part time) and a chief clerk.

**6. Salaries and Pension—**

Warden.....	\$4,000 and quarters
Deputy.....	1,980
Asst. deputy.....	1,680
Asst. deputy.....	1,500
Guards.....	840 to \$1,020 quarters and main- tenance
Doctor (part time)...	1,380
Chief clerk.....	2,160

There is no pension provision.

## III

## PRISONERS

**I. Population—**There were, on July 3, 1925, 393 inmates.

The report for the biennial period ending June 30, 1924, shows 345 prisoners on hand at the close of the period. An analysis of this group is contained in the following tables:

**Ages at time of commitment:**

Under 20 years...	35	30 to 39 years...	92
20 to 24 " ...	68	40 to 49 " ...	48
25 to 29 " ...	66	50 to 59 " ...	36

**Nativity:**

Native-born...	276	Foreign-born...	69
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The 69 foreign-born were contributed by the following countries:

Canada.....	8	Ireland.....	5
Mexico.....	10	China.....	3
Germany.....	7	33 other foreign countries.	36

**Race:**

White...	327	Negro...	15	Other races...	3
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**Education:** (of prisoners received during biennium).

Literate...	425	Illiterate...	19
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**Sentences:**

Indeterminate...	306		
Determinate....	39	{ 100 years.....	1
		{ Life.....	38

In Montana executions take place in the counties where the crime was committed.

**2. Classification**—All prisoners are of one grade. Men working outside are classed as trusties.

**3. Insane**—On recommendation of the doctor, insane men are transferred to the State Hospital for the Insane.

**4. Women**—The seven women prisoners are quartered in a building in a small, high-walled yard, adjoining the men's prison. The only entrance to this is through the main prison. They should be transferred to some state institution for women.

#### IV

##### DISCIPLINE

**1. Rules and Regulations**—Mimeographed copies of the rules are furnished to the prisoners; the rules are fairly simple. The silent system is enforced in the mess hall and cell blocks. No forks or knives are permitted in the mess hall. Prisoners march to meals with arms folded, carrying their cups and spoons. Visits to prisoners and letters are restricted only within certain broad limits.

**2. Punishments**—The usual punishments are loss of yard and entertainment privileges, confinement in ordinary cells, and confinement in punishment cells which are in the semi-dark basement; they have toilet and wash-bowl installed. About three men a month are confined here.

#### V

##### HEALTH

**1. Hospital**—The hospital, in a separate building in the yard, has a good sized ward and an operating room. It is clean and well kept, but is not up to modern institutional hospital standards. Operations and X-ray work are done in the city hospital.

2. **Medical Staff**—A local doctor is retained for part-time work, and a local dentist and an oculist on call. Other doctors are available for consultation.

3. **Psychological Work**—There is none.

4. **Commissary**—The mess hall on the second floor, is ample in size and fairly well lighted and ventilated. The seats all face one way. Tableware is of aluminum. There is a cage for a gun guard. The kitchen and bakery are in rooms on the ground floor, below the mess hall. The equipment is adequate, but the construction is such that the problem of upkeep is difficult.

The diet is supplemented by farm and dairy products, butter being served once a week to most of the men, and three times a week in the mess hall for outside trusties.

5. **Baths**—There are 8 showers in the bath house, 2 in the power house, and 6 in the bunk house for outside trusties. One bath a week is required, and daily baths are permitted kitchen men, etc.

6. **Recreation**—There is no room for baseball inside the walls, but there is a diamond outside used by the outside trusties who may play daily, and have games with outside teams. Prisoners have the freedom of the yard whenever their work is finished from 8:00 to 11:30 and from 12:20 to 5:30 every day, summer and winter. There is no equipment for athletic sports in the yard.

7. **Entertainments**—Moving pictures are shown once a week; and on holidays. The prison band and the orchestra give concerts, the former usually every noon. Outsiders give occasional lectures, and outside road shows give several performances a year.

## VI

### INDUSTRIES

1. **Workshops**—The only workshops are for maintenance purposes.

2. **Character**—The only industries are the farms, a brick yard (not in operation) and a sawmill operated only in winter. The latter provides lumber for state institutions.

3. **Employment**—Of the 393 prisoners at Deer Lodge on July 3, 1925

343 were assigned to maintenance

35 " " " farms

15 unassigned

4. **Vocational Training**—There is no vocational training.

5. **Compensation**—There is no compensation for prisoners.

## VII

### EDUCATION

1. **Library**—The library is in a separate room opening directly on the yard. It contains 8000 volumes in good condition—a private gift. About a hundred copies of magazines are contributed monthly by local book stores.

2. **School**—There is no school.

3. **Other Courses**—Eight men are studying correspondence courses; some are receiving musical instruction in the band and orchestra.

## VIII

### RELIGION

1. **Chapel**—The theater is used for chapel purposes. It has a seating capacity of 950 and is well adapted for its purpose.

2. **Chaplain**—There is no regular chaplain. Local ministers are paid to conduct services. This work is directed by the Deer Lodge Ministerial Association.

3. **Services**—Catholic services are held once a month; the other Sundays are taken by various denominations.

4. **Other Agencies**—The Salvation Army conducts services on the second Monday of each month.

## IX

### TRAINING IN CITIZENSHIP

There is no training in citizenship through community organization.

## X

### PAROLE

The Prison Board is responsible for parole. With good behavior prisoners may be released on parole at the end of half the minimum sentence. In the biennial period 1923-24, 422 prisoners were paroled. Only 15, or  $3\frac{1}{2}$  per cent. were returned for violation. There is no parole officer, the warden having that duty.

## XI

### COST

The gross cost to the state for the year ending June 30, 1924, was about \$177,000, or \$466.61 per inmate.

## COMMENT

I. The lack of industries at Deer Lodge creates a serious condition; in few prisons is there such a high per cent. of idle men. This is manifestly bad for the prisoners



and difficult for the officials. Prisoners who have almost no work to do and who spend most of the days of their entire terms of imprisonment smoking and lounging in the prison yard, are being fitted for almost everything but useful citizenship. The state legislature took decisive action in abolishing contract labor but has for several years failed repeatedly to set up any industries in place of the contract system. Such a condition is little short of a disgrace to the state. When both North and South Dakota, as well as larger states, find twine plants profitable, Montana could surely make a success of it. The re-establishment of road work would appear to be practicable and desirable. The brick plant is in operation during only part of the year and the farms furnish seasonal occupation. Since the prison was visited the motor vehicle department has been transferred from the office of the Secretary of State at Helena, to the prison and about 50 of the men are now employed in this department. On some basis or other the state should take immediate steps to develop adequate industries.

2. The two old cell houses are archaic and should be replaced by a cell block up to the standard of the new one.

3. The attractive theater located at the end of the yard is one of the best prison auditoriums. It is unique in the prisons of the country, as a gift of a private individual, W. A. Clarke, Jr., of Butte, who has been interested in the prison for many years.

4. Provision should be made for the women prisoners elsewhere. They should not be confined in an institution mainly for men. Their quarters are very restricted. A separate unit in some state institution for women has been found by experience in many states to be a satisfactory solution.

5. The lack of space for recreation inside the walls deprives most of the prisoners of physical exercise such as baseball and other organized activities which is especially

important in this prison, because of the problem of idleness. The only exercise at present is an exercise walk both in the morning and the afternoon.

6. Some form of organization should exist to secure the cooperation of the prisoners as a community and to train them in the responsibilities of citizenship. In a prison the size of Deer Lodge, where in spite of serious handicaps the spirit appears to be good, such an organization could produce excellent results.

7. There should be a parole agent, or some means developed to make parole work really effective.

8. In curious contrast to the lack of rigidity in the discipline as a whole is the absurd rule forbidding the use of knives and forks in the mess hall. The use of a gun guard in the mess hall, and the enforcing of the silent rule there, have also been done away with in many prisons, both large and small.

## LANCASTER, NEBRASKA

Visited July 18, 1925.

The Nebraska State Penitentiary was established at Lancaster, about three miles from Lincoln, in 1878. The original plant has been torn down and the present plant built on the old site. The location is good, being easy of access, near the larger centers of population, and near land well adapted for a prison farm.

### I

#### GROUND AND PLANT

The administration building in front, containing offices and quarters for the warden and deputy, and the guard room with cell houses on either side are built of limestone. The buildings in the yard—shops, commissary, etc.—vary in age and type as they do in material; brick, stone, and stucco have all been used in construction. The building containing the mess hall and kitchen on the first floor, and the hospital on the second, is the most modern in the entire prison enclosure. About ten acres are enclosed by the walls.

**1. Housing**—There are two cell houses, one with three tiers of cells, the other with but one. The top of the latter has been floored over and serves as an auditorium. In this cell house there are 74 cells; in the other, 214. Both have service corridors for plumbing. The cells are 7 x 5 and 7 feet

high; each has a rather crude lavatory and toilet, double-deck bunks, straw-filled ticks, blankets, and sheets. Most of the cells have two occupants. The men are permitted to make additions to their cell equipment.

A temporary dormitory has been set up in a large room under one of the shops. Here about 50 men are quartered, most of whom work on the farm or have other trusty jobs. The ceiling is high and the space adequate, though the room is somewhat barn-like.

**2. Farm**—The prison has a farm of 800 acres and a dairy with 50 head of cattle. A large portion of the prison pork supply is raised on the farm land, as well as quantities of vegetables.

## II

### ADMINISTRATION

**1. Control**—The State Board of Control has charge of seventeen state institutions. The three members give their entire time to this work and appoint the heads of the institutions. Each receives a salary of \$4,000 a year. The present members are:

L. C. Oberlies, Lincoln, Chairman,  
 Mrs. Carrie Birss “  
 E. T. Westervelt “

**2. Warden**—W. T. Fenton, who was appointed by the Governor before the present board was created, has been warden since 1913. He was formerly a sheriff in the state and before that a farmer.

**3. Deputy**—The deputy warden is D. G. Kavanough, who was appointed in 1921. He has been an employee of the prison for many years as guard and as captain of the guard.

**4. Guards**—There are 60 guards, appointed by the warden without civil service rules. All cell house and wall guards work 12 hours daily; the others have somewhat shorter hours.

**5. Other Employees**—Among the other employees are the doctor (part time), chaplain, 3 engineers, a farm superintendent, and chief clerk.

**7. Salaries and Pensions—**

Warden.....	\$2,500	quarters and maintenance
Deputy.....	1,800	" " "
Matron.....	660	" " "
Guards.....	720 to 1,200	meals and dormitory quarters
Doctor (part time)...	1,600	
Chaplain.....	1,600	
Engineers.....	1,320 to 2,304	
Steward.....	1,600	quarters and maintenance
Chief clerk.....	2,064	" " "

After five years of service, the guards receive an increase of 5 per cent. of their original pay; after 7 years 10 per cent.; after 10 years, 15 per cent.

There is no pension system.

### III

#### PRISONERS

**1. Population**—There were on July 18, 1925, 645 prisoners.

The report for the biennial period ending July 1, 1925, shows 365 prisoners committed during that period. An analysis of this group is contained in the following tables:

**Ages when received:**

Under 21 years...	34	30 to 39 years...	112
21 to 24 " ...	61	40 to 49 " ...	56
25 to 29 " ...	83	50 and over....	19

**Nativity:**

Native-born...	323	Foreign-born...	42
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The 42 foreign-born were contributed by 16 different countries.

**Race:**

White...	302	Negro...	59	Other races...	4
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**Education:**

Illiterate.....	17	High school...	37
Common school...	303	College.....	8

**Sentences:**

Indeterminate...	160	Under 5 years.....	130
		Between 5 and 10 years..	47
		"    12    "    20    "    ..	12
Determinate....	205	25 years.....	2
		30    "    .....	1
		40    "    .....	1
		Life.....	11
		Executed.....	1

The method of execution in Nebraska is electrocution.

**2. Classification**—There is no system of classification of prisoners.

**3. Insane**—Men adjudged insane are sent to one of the state hospitals.

**4. Women**—The 14 women prisoners are quartered over the guard room. They should be removed to some state institution for women.

## IV

## DISCIPLINE

**1. Rules and Regulations**—The prisoners are furnished with printed copies of the rules. A gun guard is stationed in the mess hall at times, but for a long period there have been no other gun guards inside the walls. Prisoners may write one letter every two weeks and have one visit a month.



These rules are somewhat flexible. Visits are held in the guard room, the prisoner usually sitting within a screened enclosure, under observation of a guard. Some newspapers are permitted.

**2. Punishments**—Punishments usually consist of loss of privileges, confinement in ordinary cells on regular diet or bread and water, and solitary confinement in punishment cells on bread and water. Men sent to the punishment cells are sometimes chained to a small ball and set to work on a rock pile. A trusty who escapes is given an additional sentence. Loss of "good time" is seldom used as punishment.

The six punishment cells are in a separate building. Two of them are dark; all have plumbing.

## V

### HEALTH

**1. Hospital**—The hospital is situated over the mess hall. It contains, besides offices, six rooms on either side of a broad corridor, an operating room, bathroom and a ward for tubercular patients. It is adequate, except that it lacks a diet kitchen. The tuberculosis ward is below the standard of the rest of the prison in upkeep. This ward does not compare with similar wards in the better prison hospitals.

The electric chair occupies one room in the hospital building, and the adjoining room is given to condemned men a few days preceding their execution. This arrangement is obviously a bad one.

**2. Medical Staff**—A doctor visits the prison daily and on call. A dentist is available on call.

**3. Psychological Work**—There is none.

**4. Commissary**—The kitchen and mess hall are on the first floor of the comparatively new building erected for this purpose. The mess hall is light and well ventilated;

the floors are red tile. The men are seated at tables all facing one way. The tableware is aluminum. Both the kitchen and bake shop are adequately equipped. The sanitary condition of the entire commissary department, however, is somewhat below the best institutional standards.

The farm, gardens and dairy add variety to the diet, and some vegetables are canned for winter use. Milk and butter are served occasionally. Prisoners may buy groceries and take them to the mess hall and to their cells.

**5. Baths**—The bath house has 40 showers, but it is not up to modern standards. A weekly bath is required, and daily baths are permitted farm men and a few others.

**6. Recreation**—There is adequate space for outdoor recreation, with a good baseball diamond and bleachers. The prisoners also play basketball, volley ball, handball, quoits and football. Twice a week in summer there are baseball games with outside teams, and in the fall the State University football team plays the prison team. Recreation is supervised by the chief clerk, and the university coach gives the prison teams considerable help.

Prisoners have the freedom of the yard every afternoon in summer from 3:00 to 4:30 o'clock; on Sunday mornings, from 9:00 to 11:30. The baseball games with outsiders are on Tuesdays and Fridays from 6:00 to 8:00 P.M. In winter recreation is limited to the freedom of the east cell house for the prisoners living there.

**7. Entertainments**—Moving pictures are shown on Sunday afternoons throughout the year. About half a dozen lectures are given each year, and the same number of concerts. Several performances are presented by the students of the university. The prisoners stage four shows a year, to which outsiders are admitted, the proceeds being divided between the amusement fund and the men taking part. The proceeds of one performance were donated to the University Stadium Fund.

## VI

## INDUSTRIES

**1. Workshops**—There are two workshops. One is on the second floor of an old stone building and is used largely as a storeroom and cutting department. In the other, a two-story brick building, one end of both floors is used as a shirt factory and the other end as a furniture factory. The shirt factory is congested, and lighting and ventilation are hardly up to modern standards. Working conditions in the furniture department and in the cutting rooms of the shirt factory are good.

**2. Character**—The chief industries are the manufacture of fiber furniture under the state-account system and of shirts under a modified contract system. The contract is with the D. M. Oberman Manufacturing Company of Jefferson City, Mo. The power plant also constitutes a productive industry, for the prison supplies power to a large group of state buildings, including the insane hospital, the capitol building, and the Governor's residence.

**3. Employment**—The population of 645 on July 18, 1925, was employed as follows:

Shirt shop.....	350	Farm and gardens	35
Furniture factory	75	Maintenance.....	90
Power plant.....	75	Idle and sick.....	20

Some prisoners are allowed to work for nearby farmers.

**4. Vocational Training**—Both the furniture shop and the power plant provide some opportunity for vocational training. The shirt industry which employs over half of the population provides none.

**5. Compensation**—The prisoners in industries are compensated on the piece-work and bonus basis. In the furniture factory they receive 10 cents to 25 cents a day, plus a bonus for some piece-work. Some of the prisoners earn

as much as \$25 a month. In the shirt shop 290 men earn something, the amounts varying from 50 cents to \$12 a month. The average earning in this department is \$5 a month. Prisoners not in these industries receive no compensation.

## VII

### EDUCATION

1. **Library**—The library contains 4,000 books, secured through the State Library Association. The prison subscribes to some magazines.

2. **School**—Under the guard room are two school rooms making night school practicable. The first eight grades are covered, and such subjects as bookkeeping and commercial arithmetic. School is held from 6:00 to 7:20 o'clock on five nights a week, for nine months of the year. One evening a week is devoted to educational moving pictures. There are nine inmate teachers, supervised by the chief clerk. About 150 men are enrolled.

3. **Other Courses**—A successful Bible class is conducted in conjunction with the school. A few men are provided with correspondence courses.

## VIII

### RELIGION

1. **Chapel**—The auditorium which has been erected over the single-tiered cell house is used also as the chapel. It is well lighted and ventilated, and has adequate seating capacity. While the location is unique, it has more religious atmosphere than many prison auditoriums or chapels.

2. **Chaplain**—The prison has the services of a full-time Protestant Chaplain and a visiting Catholic priest.

3. **Services**—Protestant and Catholic services are held every Sunday morning in separate chapels.

4. **Other Services**—A Sunday school is conducted by townspeople. There are Christian Science services each Sunday, and the Salvation Army holds services occasionally.

## IX

### TRAINING IN CITIZENSHIP

There is no system of inmate community organization to train men for the responsibilities of citizenship.

## X

### PAROLE

Prisoners are paroled to individuals who vouch for the correctness of their reports and submit them to the chief probation officer of the state. During the biennial period 1924 and 1925, 111 men were paroled, and 18 declared violators of whom 9 were returned.

## XI

### COST

Gross cost of the prison for the fiscal year ending June, 1924.....	\$187,000.59
Net receipts from industries, etc.....	48,900.06
Net cost.....	138,100.53

### COMMENT

1. The prison plant shows clearly the results of building construction over a long period. Of the entire plant, only

one building, which contains the commissary department and hospital, is up to modern prison standards. The other buildings vary in age, but all appeared to be well cared for.

Overcrowding is a serious problem here, as in so many prisons today. Two men in a cell is always an undesirable condition; during the summer months it is especially bad. Housing the outside workers on the farm or near the new power plant just outside the prison would help somewhat, but additional cells or dormitory units should be provided as soon as possible.

2. Industrially, this prison in common with other prisons of the Middle West, has made progress, part of which in this prison, unfortunately, is based on contract labor. The shirt shop employs over half the total population, and as a whole provides no vocational training. The compensation is quite inadequate, and the working conditions are not satisfactory. Other industries should be developed to replace entirely the shirt industry, or reduce very materially the number of men employed on sewing machines on the contract system.

The furniture factory, on the other hand, is a good industry. It is run on a combined state-use and state-account plan. This industry and the power plant, which supplies electricity to a number of state institutions, have considerable value in vocational training.

A system of compensation should be set up which would give some wage to every prisoner, instead of limiting it to those working in industries. In compensation, Nebraska is behind such states as Michigan, Wisconsin, Minnesota, and the Dakotas.

3. The hospital seems to be about the least desirable place in a prison for men awaiting execution and the electric chair. The presence of condemned men, the death watch and executions, must inevitably depress the patients. There is considerable difference of opinion as to whether or not



the death penalty serves its purpose, but there surely would be unanimous agreement on the point that, if there are to be executions, they should take place elsewhere than in a hospital designed for the care and cure of the sick.

4. The working day of the guards is too long, though the method of increasing their pay is good. The pay of all officers, from the warden down, is comparatively low.

5. The location of the school room makes it possible to conduct classes in the evening, and the educational program is good. Cooperation of the state university has been secured in several states, both for extension work as in California, and for special classes as in Wisconsin. Some basis of cooperation with the university in this state could no doubt be worked out and the educational work of the prison made of service to more men.

6. The university authorities have already been assisting in developing the recreational program. Some of the university athletic teams play the prison team every year. The recreation program has more variety here than in most prisons and apparently benefits more men.

7. A beginning might be made in psychiatric work by securing the cooperation of the State University, or some similar agency. Its value in dealing with various prison problems is generally recognized.

8. Quarters should be provided for the women prisoners in connection with some state institution for women. That the prison for women should be entirely separated from that for men in both plant and management is an accepted principle today.

9. The system of discipline did not seem on the whole over severe or rigid. The management shows in many ways a real understanding of the psychology of prisoners. The morale, considering the overcrowded living and working conditions, appears to be good, as prison morale goes, but hardly to the point of being a constructive force.

## CARSON CITY, NEVADA

Visited August 8, 1925.

A prison was built about two miles from Carson City during territorial days. This prison was burned in 1867 and the present buildings were erected on the same site.

### I

#### GROUND AND PLANT

The two main buildings are built of stone, one containing the administration offices on the first floor and the commissary on the second in the front of the prison. An extension to one end of this will contain, when completed, quarters for a new hospital, condemned cells, a section for women and on a lower floor bathhouse and laundry.

The cell house is built at right angles to the main building, joining it so as to give access to the mess hall. There are a few other buildings of a temporary nature but none fitted to be part of a prison plant.

The walled enclosure contains about 10 acres. This is the smallest prison reported in this book. Both in population and wealth this state ranks lowest in the country. This should be remembered in considering the prison and in comparing it with the prisons of other states.

**1. Housing**—There is but one cell house. The cells built on four floors are 8 x 5½ and 7½ feet high. They have a fair quality of plumbing, electric lights, a spring bed and blankets. The tier floors are carried out to the outside wall of the cell house so that each floor is quite separate from the others. The cells on the 4th floor are not com-

pleted. The cell house as a whole has been finished roughly and is difficult to keep clean and sanitary.

Twenty men are housed in a dormitory at the end of the mess hall.

**2. Farm**—The farm of approximately 1,050 acres, would be adequate in many states but here the water supply is so limited that regular crops are by no means assured.

## II

### ADMINISTRATION

**1. Control**—The State Prison Board consists of the Governor, Secretary of State and the Attorney General. The warden is appointed by the Governor.

**2. Warden**—D. S. Dickinson<sup>1</sup> was appointed warden in January, 1923. He had one term of three years as warden and was for two years a federal inspector of prisons.

**3. Deputy**—J. E. Muller is the deputy. He has had 27 years' experience in prisons.

**4. Guards**—There are 15 guards appointed by the warden without civil service examination. The guards work on 8-hour shifts.

**5. Other Employees**—A doctor, chaplain (part time), a farm superintendent and a steward are the other employees.

#### **6. Salaries and Pensions:**

Warden.....	\$3,600 quarters and maintenance
Deputy.....	2,400       "       "       "
Guards.....	1,080 to 1,200 and meals
Doctor.....	1,500 part time
Chaplain.....	\$10 a service
Farm Supt.....	1,500 quarters and maintenance
Steward.....	1,920

There is no provision for pensions.

<sup>1</sup> Since the prison was visited, Warden Dickinson has died and W. J. Maxwell has been appointed in his place. He was formerly warden of this prison from 1908 to 1912.

## III

## PRISONERS

**1. Population**—There were on August 8, 1925, 143 prisoners. A group of 55 Federal prisoners from Leavenworth were expected.

The report for the period ending December 31, 1924, gives the following information in regard to the 163 prisoners received during the biennium:

**Ages:**

Under 20 years...	20	30 to 39 years...	39
20 to 24 " ...	46	40 to 49 " ...	16
25 to 29 " ...	31	50 years or over.	11

**Nativity:**

Native-born...	122	Foreign-born...	41
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**Race:** Data not available.

**Education:** Data not available.

**Sentences:** Data not available.

**Death sentence:** In 1921 a law was passed requiring the death penalty to be inflicted by use of lethal gas. But one execution has taken place to date under the new law.

**2. Classification**—There is none.

**3. Insane**—Prisoners adjudged insane are transferred to the state hospital.

**4. Women**—There were no women prisoners at the time of the last published report or when the prison was visited.

## IV

## DISCIPLINE

**1. Rules and Regulations**—There are no printed rules for prisoners, and in general the rules in effect are simple.

There is no silent rule and no restriction on smoking. Prisoners may have visitors once a week, visits being held under guard but without screens or other barriers. Only newspapers from out of the state are permitted. There is a gun-guard in the mess hall and a pack of blood hounds is kept to track escaped prisoners.

**2. Punishments**—The punishments are loss of privileges, solitary confinement in the "dungeon" on bread and water and loss of "good time" (usually only for very serious offenses). The "dungeon" is tunneled under the 30-foot wall of the quarry, has a solid door, and is ventilated only by a 4-inch pipe leading to the surface. The three cells are infested with mice and gopher snakes. The period of confinement is usually up to ten days, but is thirty days in case of escape.

## V

### HEALTH

**1. Hospital**—The hospital, in the new wing under construction, is not yet completed. It will contain a ward with a half-dozen beds, an operating room and doctor's office. The construction is such that the lighting is below the desirable standard and the hospital will be gloomy at best, with a depressing outlook. At present operations are performed in Carson City.

**2. Medical Staff**—A local doctor visits the prison every other day and a local dentist on call.

**3. Psychological Work**—There is none.

**4. Commissary**—The mess hall on the second floor over the prison offices has adequate seating capacity. Men are seated all facing one way. The table dishes are enamelware. Lighting, ventilation and sanitary conditions are only fair.

The kitchen is not in equipment and arrangement up to the better prison standards but is fairly well kept and not, perhaps, inadequate to the needs of a very small prison. All the cooking is done on ranges. The bakery lacks a dough mixer.

The farm and dairy add some variety to the diet. Prisoners may purchase groceries at a counter in the mess hall.

**5. Baths**—The present inadequate bath house is to be abandoned and new showers installed in the new bath house. One bath weekly is required and more are permitted kitchen men, etc. The trustees have a swimming pool outside the walls.

**6. Recreation**—There is only a small space, insufficient for a regulation baseball diamond, inside the walls. Handball and modified baseball are played. The trustees play baseball on a diamond, outside the walls, playing outside teams. Through the week most of the men have some time in the yard. Many of them are there all day. The hours on Saturday are from 10:00 A.M. to 4:00 P.M., and on Sundays and holidays from 8:00 to 11:20 A.M. Outdoor recreation is possible through most of the year. The mess hall is used for indoor recreation.

**7. Entertainments**—Moving pictures are shown every Sunday afternoon.

## VI

### INDUSTRIES

**1. Workshops**—All the work at present, aside from maintenance, is on the new building. There are no industries or buildings to house them.

**2. Character**—The quarry inside the walls is operated only for building material. The new wing is being built by inmate labor. A farm, dairy and chicken ranch are operated. A few men are employed on state highways.



3. **Employment**—Of the 143 prisoners on August 8, 1925 (before the arrival of 55 federal prisoners being transferred from Leavenworth), 40 were employed on construction work, 18 on road work, and 18 on the farm and ranch. The remainder were engaged in maintenance or were idle.

4. **Vocational Training**—Little of the work has any vocational value.

5. **Compensation**—There is no system of compensation for prisoners.

## VII

### EDUCATION

1. **Library**—There is a very small and poor library of 200 to 300 volumes in the mess hall. A supply of magazines is obtained by the prison.

2. **School**—There is no educational work.

3. **Other Courses**. No correspondence or extension courses are being studied.

## VIII

### RELIGION

1. **Chapel**—There is no chapel. The mess hall is used for religious services.

2. **Chaplain**—There is no full-time chaplain.

3. **Services**—Services are conducted every Sunday.

## IX

### TRAINING IN CITIZENSHIP

There is no inmate community organization to train men for the responsibilities of citizenship.

## X

## PAROLE

The Parole Board consists of the Governor, Attorney General, and three judges. There is no parole agent. The number paroled during the year ending December 31, 1925, was 68. During that period 8 were declared violators.

## XI

## COST

Maintenance cost for the biennial period ending De- cember 31, 1924.....	\$181,026.36
New construction work....	<u>106,711.24</u>
Gross cost.....	\$287,737.60

## COMMENT

1. The Nevada prison should not be measured by the usual standards, and the population of the state has declined steadily for years. It is the smallest state prison in the United States.

The new wing now being built represents much advance in the development of the prison plant. This wing is, however, badly designed and is dark, as is the old section of the prison in which are the kitchen and mess hall. The heavy wire grating over the bars of many of the windows reduces the light still further. The cell block is modern, but proper supervision is made difficult by the design. Each of the four tiers of cells is on a separate floor. This type of construction has advantages in facilitating segregation or classification, but has obvious disadvantages also as it increases the problem of supervision.

2. The system of discipline is not in general harsh and

repressive, but the use of a gun-guard in the mess hall is a practice long since discontinued in many prisons larger than this. The presence of a pack of blood-hounds is also a relic of the past, rarely encountered today in American prisons.

3. The "dungeon" used for solitary confinement is the worst seen in the prisons covered in this volume. Even without the mice and gopher snakes which an official stated infest it, it is unfit for use, being totally dark and almost without ventilation. The period of confinement is longer than most prisons find necessary or beneficial.

4. The lack of work is a serious condition which should be rectified. Some men are employed on the construction of the new wing. This work will soon be finished. The quarry is not an industry, properly speaking, and a large part of the population is necessarily idle. The success with which California conducts road work suggests an expansion of Nevada's program as a partial solution for the present idleness.

5. Educational work, especially of a practical nature, is a recognized factor in effective prison programs. An attempt could be made here to secure the assistance of the state university.

6. The method of execution by lethal gas, which is employed here, has excited wide attention. The inconvenience and danger attendant on this process do not seem to be balanced by any advantages.

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W. J. Maxwell wrote on February 6th, 1926, as follows:

Permit me, as the present Warden, to make several corrections to the report, as many of the conditions mentioned by it have since been rectified, to wit:

The cell house has been finished in a modern manner and is now daily kept clean and sanitary.

**Discipline.** There have been a set of rules drawn and printed and placed in each cell and mess room.

**Punishments.** The dungeon is now situated in basement of the main building. It is well ventilated and is not infested with mice or gopher snakes.

**Health.** The hospital is not gloomy, but quite the contrary, having been altered so as to make it quite cheery. The same must be said of the dining room, which is now well lighted and well ventilated.

All operations are now taken care of in the prison hospital, which is well equipped.

The kitchen, in equipment and arrangement, is now up to the standard of modern prisons, having been patterned after the larger prisons on the coast.

**Baths.** The prisoners' bath has modern showers with natural hot mineral water from the prison springs. The water is pumped direct from the springs and is always fresh and sanitary.

**Recreation.** A baseball diamond will be laid out this Spring. It will be of regulation size. Within a short time a recreation room will be provided, also a study hall for those prisoners desiring schooling. The instructions will be furnished by the State Vocational Department. As soon as the recreation room is completed, a new library will be installed. Part of the recreation room will be set aside for a chapel.

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The National Society is grateful to Warden Maxwell for the courtesy of his letter. It is satisfactory to learn of the improvements made and contemplated.

## CONCORD, NEW HAMPSHIRE

September 21, 1925.

The New Hampshire State Prison is situated just outside of Concord, the State Capital. The present plant was built in 1878.

### I

#### GROUND AND PLANT

The buildings are constructed of red brick, with the warden's quarters in front, connected with the guard room in the center by a bridge. In the 5-acre enclosure within the prison wall, is the workshop, a small recreation yard and one or two smaller buildings.

1. **Housing**—The cell house contains 248 cells,  $6\frac{1}{2} \times 8\frac{1}{2}$  and  $7\frac{1}{2}$  feet high. Each has a small grated window as well as a grated door. As there is no plumbing, the old bucket system is still used. While the cell house is not modern, it is clean and very well kept.

2. **Farm**—There is a farm of about 27 acres. Only a small part of it, about 2 acres, is used for a prison garden, but it is intensively cultivated.

### II

#### ADMINISTRATION

1. **Control**—The prison is under the control of a Board of Trustees of five members appointed by the Governor,

with the Governor and one of his Council ex-officio members. The present members of the board are:

Stephen S. Jewett, Laconia

Levin J. Chase, Concord

George Brown, Newport

Clarence I. Hurd, Dover

George A. Veazie, Littleton

The Governor's Council member is Stephen A. Frost, Fremont.

**2. Warden**—The warden is appointed by the Board of Trustees and confirmed by the Governor and Council. The warden is Charles B. Clark, who was appointed in September, 1921. Before his appointment he was connected with the New Hampshire Fish and Game Commission for 18 years, 13 years as Commissioner. He had no previous prison experience.

**3. Deputy**—The deputy is Joseph Martin, who has been a guard in Concord Prison for 41 years, the last two as deputy.

**4. Guards**—There are 19 guards or overseers, appointed by the warden and approved by the trustees. There is no civil service requirement.

**5. Other Employees**—Among the other employees are a steward, part-time doctor, engineer, matron and clerks.

**6. Salaries and Pensions**—The salaries paid are as follows:

Warden.....	\$3,249.96	quarters and part maintenance
Deputy warden.....	1,860.00	quarters
Asst. deputy.....	1,260.00	"
Guards.....	780.00	
Overseers.....	1,080.00	
Night watch.....	800.00 to 1,020.00	
Chaplain.....	1,200.00	
Matron.....	720.00	



Engineer.....	\$1,200.00
Clerk.....	1,200.00

There is no pension system.

### III

#### PRISONERS

**1. Population**—On September 21st, 1925, there were 146 prisoners. The report for the biennial period ending June 30th, 1924, gives the following data in regard to the 143 prisoners on hand at the end of that period:

##### Ages:

Under 20 years...	18	40 to 50 years...	14
20 to 29 " ...	63	Over 50 " ...	13
30 to 39 " ...	35		

##### Nativity:

Native-born...	96	Foreign-born...	47
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The 47 foreign-born were contributed by sixteen different countries; 20 of this number were from Canada.

**Race:** Data not available.

**Education:**

Literate...	135	Illiterate...	8
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**Sentences:** Data not available.

Death sentence: The method of execution is hanging.

**2. Classification**—There is no system of classification.

**3. Insane**—The insane are transferred to the state hospital with the approval of the Governor and Council.

### IV

#### DISCIPLINE

**1. Rules and Regulations**—The improvements in discipline referred to in the first issue of the Handbook have been continued; men talk in the factory and workshops, as in any outside factory.

Letters may be written once a week, and half-hour visits are permitted once in every two weeks. Visits are held on one side of the guardroom, visitors and prisoners sitting in ordinary chairs.

**2. Punishments**—Punishments now consist in loss of privileges and loss of from one to sixty days' "good time." Solitary confinement on bread and water is used only in a few cases.

## V

### HEALTH

**1. Hospital**—As the prison is small the hospital is perhaps adequate for ordinary purposes. It is clean and well kept. Though it has no special operating room, operations are performed here. Tubercular men are boarded out in a Massachusetts institution.

**2. Medical Staff**—There is no resident physician. A doctor comes to the prison daily and a dentist once a week.

**3. Psychological Work**—There is none.

**4. Commissary**—The mess hall is located on the ground floor under the guard room. Men are seated at table all facing one way. Electric fans have been provided for ventilation. The kitchen, bakery and storeroom are adequate in size and clean and unusually well kept. The bakery is adequate except that it lacks a dough mixer, so that bread has to be mixed by hand, which in an institution is a dirty and unsanitary process.

The quality of the foodstuffs purchased, and the avoidance of steam in cooking gives a quality to the diet here probably in advance of most prisons.

**5. Baths**—There are twelve shower baths in the bath house. Only one bath a week is given to the general population; men working in the commissary or doing dirty work are permitted to bathe more frequently.

**6. Recreation**—Since the prison was visited in connection with the first Handbook the recreation schedule has been considerably improved. In addition to 50 minutes in the yard daily during the summer, the men have the yard from 1:00 to 4:30 on Saturdays, for 45 minutes on Sunday afternoons and from 9:00 to 4:30 on holidays during the summer months. The space for recreation, however, is quite inadequate.

**7. Entertainments**—Moving pictures are shown twice a month and on holidays. Occasional entertainments are given by outsiders. For many years Mr. Herbert Odlin has given his services to conducting the prison band.

## VI

### INDUSTRIES

**1. Workshop**—The workshop is old, but reasonably well lighted and ventilated. Dust-removers have been installed on certain machines and electric lights over others where they were especially needed.

**2. Character**—There is only one industry—the manufacture of chairs on the contract basis for Whitney & Co., South Ashburnham, Mass. This contract has been in force for many years and the management of the company in general has been both intelligent and liberal in its attitude. Manufacturing furniture is decidedly better as a form of employment for prisoners than the usual shirt industry.

This is the only prison contract found which gives the contractor the right to employ outside labor when the number of prisoners falls below a certain figure. Outside workmen are employed in a separate department from that of the prisoners.

This is the only prison noted in which employer's liability insurance as found ordinarily in outside factories is used to cover industrial accidents to prisoners.

**3. Employment**—On the date the prison was visited the men were employed as follows:

Chair factory....	99	Gardens.....	4
Maintenance.....	38	Idle.....	5

**4. Vocational Training**—There is no system of vocational training, though some processes of chair manufacturing may have some vocational value.

**5. Compensation**—The State pays all prisoners 10 cents a day. In addition to this, men working in the shops are paid on the piece work basis instead of the old bonus system; the average is 31 cents a day. Cooks are paid 75 cents a day in addition to the regular 10 cents; 9 other men doing special work are paid 60 cents. Men working seven days a week on maintenance are paid for the seven days; others are paid for but six.

## VII

### EDUCATION

**1. Library**—The library is unusually good for a small prison. The State appropriates \$300 annually for its maintenance.

**2. School**—Under the supervision of the chaplain, school meets two evenings a week. During winter months the chaplain is assisted by inmate teachers and the work covers only the lower grades.

## VIII

### RELIGION

**1. Chapel**—The chapel, formerly rather cheerless, was being redecorated and improved in a number of ways. It is used as a general assembly room as well as for religious purposes.

2. **Chaplains**—There is a resident chaplain, who is also Parole Officer.

3. **Services**—Protestant services are held weekly, Catholic services once a month. Attendance is voluntary.

## IX

## TRAINING IN CITIZENSHIP

Prisoners have no share in the responsibility for the conduct of the prison community.

## X

## PAROLE

During the year ending June 30th, 1924, 33 men were paroled, 6 were declared violators but only one was returned to the prison.

## XI

## COST

Gross cost for the year ending June 30, 1924.....	\$76,999.98
Earnings.....	39,302.48
Net cost.....	<u>\$37,697.50</u>

## COMMENT

1. While the old cell block is not modern in any respect it is very well cared for. The hospital is not equipped up to the standard of many of the smaller prison hospitals.

2. The commissary department in this prison has been completely remodeled and since the first Handbook was

issued the kitchen has been equipped adequately for a small prison, except that the bakery still needs a dough mixer.

3. Working conditions in the furniture factory have been improved by the installation of lights on some of the machines and pipes to draw off the dust from others. The contract system still prevails though its objectionable features have never been so apparent here as in some other prisons. Most of the objections except those inherent in the system have been eliminated. This is the only prison workshop found in the 52 prisons covered in this book in which outside workmen are permitted to come in when the number of inmates falls below a certain point. The compensation paid by this company is a more generous one than is found in most prison contract shops.

4. New Hampshire still holds to the policy of keeping its women prisoners in the state prison. Most states, even the smaller ones, are today taking care of their women prisoners in connection with some state institution for women, rather than in the men's prison.

5. The great improvement in the spirit and morale of this prison as noted in the first Handbook still continues. This is due entirely to the change in the spirit of the management. The improved morale could be made more effective for society if coupled with an organization of inmates which could cooperate in dealing with the problems of community life. With the spirit and morale found here, such an organization would be easy to organize and make effective in an institution of this size.



## TRENTON, NEW JERSEY

Visited February 19, 1926.

The New Jersey State prison is situated in the city of Trenton. The prison was authorized by an Act of the Legislature in 1797 and received the first prisoners in 1798. This prison, now known as the State Arsenal, was used until 1836. Part of the prison built in 1836 is still in use, but additions have been made since that time up to 1905, when the last cell block was erected. None of the prisons reported on in this book have occupied the same site as long as this prison has.

The location of the prison, entirely surrounded by the city, is bad, and the problem of expansion an exceedingly difficult one.

### I

#### GROUND AND PLANT

The whole prison covers only about four acres. No other prison reported in this book has so large a population on so small an area. The entrance to the prison, an Egyptian doorway, leads through a hall with heavy lotus columns to the center of the prison, from which radiate the cell blocks. The yard space is filled with buildings of different periods placed wherever space was available.

**1. Housing**—The six cell blocks have 1,129 cells. One of them is patterned after those at Eastern Penitentiary

(Pa.), and was originally intended for solitary confinement. They are large and new plumbing has been installed in the last two years. In most of these cells two men are quartered and in some of them as many as four men. Cell blocks of later construction are of the usual type; one built as late as 1905 has steel bars not only along the corridors but also along the lowest tier. These cells have electric lights and iron washbowls and toilets of a rather primitive pattern. Some of the cell houses have been painted and are in better sanitary condition than they were when the prison was visited in connection with the first Handbook.

**2. Farm**—The prison farm is located at Leesburg, about 90 miles from Trenton; about 600 of the 1,000 acres of land are tillable. The present policy is to use this farm largely for the feeble-minded.

## II

### ADMINISTRATION

**1. Control**—The State Board of Control of Institutions and Agencies, of which the Governor is a member *ex officio*, has general charge of the prison. The present members of this board are:

Ellis P. Earle, Montclair  
 William C. Cannon, Montclair  
 William J. Kirby, Somerville  
 Dr. Ambrose J. Dowd, Newark  
 Frank A. Pettridge, Newark  
 Mrs. Lewis S. Thompson, Red Bank  
 Mrs. H. Otto Wittpenn, Jersey City  
 Joseph M. Byrne, Newark

This board appoints the Commissioner of Institutions and Agencies who holds office at the pleasure of the board.

Following the resignation of Burdette G. Lewis, the Honorable William J. Ellis has been elected Commissioner.

The State Board appoints the Board of Managers of the prison composed of seven members. The present members of this board are:

C. W. Huntington, Elizabeth, Pres.

George G. Adlow, Trenton

Lt. Col. J. D. Sears, Bloomfield

William A. Barkalow, Freehold

William H. Loftus, Glen Ridge

Prof. E. R. Johnstone, Vineland

William B. Maddock, Trenton

**2. Warden**—Principal Keeper is the title of the executive head of the prison in New Jersey. He is a constitutional officer, appointed by the Governor and confirmed by the Senate for a term of five years. This is the only prison reported in this book in which the head of the prison is a constitutional officer.

The principal keeper is Joseph S. Hoff, appointed in January, 1922. He has had no previous prison experience but has had many years of business training, and still maintains a real estate and insurance office and is director in two banking institutions in the city of Princeton.

**3. Deputy**—The deputy principal keeper is Michael H. Brown. He has had almost 35 years' experience as a guard at Trenton prison.

**4. Guards**—There are 160 guards in the main prison, on the farm and on road work, an increase of 40 since November, 1923. The guards work on eight-hour shifts. They are appointed by the principal keeper with the approval of the Board of Managers under civil service rules.

**5. Other Employees**—The position of Director of Administration and Industries has not been filled since the

resignation of Calvin Derrick and has recently been modified to a Director of Industries. Among the other employees are a physician, a psychologist, chaplains, steward, a woman trained nurse, farm superintendent, fiscal agent, etc.

**6. Salaries and Pensions**—The salary list is as follows:

Principal Keeper

(Warden).....	\$5,000 quarters and maintenance
Chief Deputy (Deputy Warden).....	2,700
Asst. Deputies (Center Keepers).....	2,200 to \$2,400
Guards.....	1,500 to \$1,800
Medical Director.....	3,000
Doctor.....	3,000 quarters and maintenance
Chaplain.....	1,620
2 Chaplains (part time).....	720
Trained nurse.....	1,800
Director of Industries (State-use).....	6,000
Identification Expert.	2,040
Farm Supt.....	2,500
Steward.....	2,280
Educational Director.	1,800
Fiscal Agent.....	3,500

After 35 years' service, or 20 years in cases of disability, officers may be retired on a pension of half pay.

### III

#### PRISONERS

**1. Population**—When the prison was visited there were 1,522 prisoners on hand. The following information is given in regard to the population as of June 30, 1925:

**Ages:**

Under 20 years...	119	30 to 39 years...	372
20 to 24 " ...	403	40 to 50 " ...	185
25 to 29 " ...	308	Over 50 " ...	91

**Nativity:**

Native-born...	1060	Foreign-born...	418
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The 418 foreign-born were contributed by the following countries:

Italy.....	179	Ireland.....	14
Hungary.....	22	Russia.....	24
Germany.....	19	Poland.....	43
Austria.....	20	30 other foreign countries..	97

**Race:**

White...	1053	Negro...	416	Other races...	9
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**Education:**

Literate...	1333	Illiterate...	145
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**Sentences:** Only 10 of the men had definite sentences; all of the others were given indeterminate sentences.

**Death sentence:** During the year ending June 30, 1925, four men were executed by electrocution.

**2. Classification**—On entering the prison men are placed in quarantine for fifteen days, then if conduct is satisfactory they are placed in the first grade. Men may be reduced to second or third grade as a matter of discipline. Men in the third grade can gain the second only by action of the prison authorities; men in second can gain first by earning 600 credits. Careful study for purposes of classification is made of every man as he enters the prison, but the value of such study is greatly reduced by the limitations imposed by the prison plant.

**3. Insane**—After examination in the psychiatric clinic, and by two outside doctors, appointed by the principal keeper, men may be transferred to the State Hospital at Trenton.

4. **Women**—When the prison was visited there were 29 women prisoners in the ward reserved for women. They have a small exercise yard between their ward and the front wall of the prison. In the report of the principal keeper, soon to be issued, the matron is recommending the removal of these prisoners to one of the state institutions for women. This is in line with the practice in other progressive states and the matron's recommendation should be acted on favorably and at an early date.

## IV

### DISCIPLINE

1. **Rules and Regulations**—A rule book is supplied to each inmate. The rules are minute and detailed to a degree that has now been given up in the prisons of many states.

2. **Punishments**—For violation of the rules men may lose "good time" and be locked in their own cells, and in some cases are demoted to second grade, with not only a considerable loss of privileges but a loss in earning credits, which is in effect a loss of "good time."

## V

### HEALTH

1. **Hospital**—The hospital like the rest of the prison is not in construction up to the standard of modern prisons. The walls need replastering and painting, but as a whole the hospital is equipped to a standard equalled in only a few prison hospitals, and is as well kept as it can be in a building of such construction. In addition to the operating and X-ray rooms there are several wards, one for tubercular men, and the hospital kitchen and mess hall.



**2. Medical Staff**—The State Medical Director has general supervision of the hospital and medical work. There is a resident doctor and a number of specialists visit the prison on call.

Trenton was the first prison in the country, and still one of the few to use a woman trained nurse in its hospital. From the testimony of all concerned this has been satisfactory and has raised the morale of the hospital.

**3. Psychological Work**—

(1) *Mental Tests*—Mental tests were given to 855 men during the past year. Results of these tests are considered in connection with assignment to work, disciplinary problems and parole.

(2) *Psychiatric Work*—Some psychiatric study was made of 745 different men during the last year. Results of this study are related quite fully to the activities of the prison and to parole.

**4. Commissary**—Until recently part of the meals were served in the cells and the new mess hall used only for the noon meal. The mess hall is now used for all meals, which are served on the cafeteria plan. This plan has proved very satisfactory. Men are seated at table all facing one way, but conversation is permitted during meals. The mess hall is well lighted and ventilated.

While the kitchen and bakery are not modern in construction they are well equipped and cared for. The use of steam in cooking is reduced to a minimum. The bakery is among the most completely equipped in any prison.

The diet appears to be rather better than in many prisons, due partly to the method of cooking and partly to the method of serving.

**5. Baths**—The bath house contains an adequate supply of shower baths and, while not modern in construction, is well arranged and ventilated. The regular bath periods

are one a week with additional baths for those working in the commissary or doing dirty work.

**6. Recreation**—Time is allowed in the yard daily for men not assigned to work and on Saturday and Sunday afternoons and on holidays for all. The space available for recreation in the yard, however, is utterly inadequate. In no prison covered in this Handbook is the space more restricted.

**7. Entertainments**—Moving pictures are shown once a week during the winter months.

## VI

### INDUSTRIES

**1. Workshops**—Most of the industries are housed in a two-story industrial building. Some of the shops here are well lighted and ventilated, others are somewhat dark. A new shop for the auto tag industry is being built to replace the old shop that has been a disgrace to the State.

**2. Character**—The state-use system, under which surplus may be sold on the open market, superseded the contract labor system in 1918. In a number of shops modern machinery has been installed to a degree found in only a few prison workshops.

**3. Employment**—When the prison was visited the men were employed as follows:

Shop	2	.....	38 men
"	3	.....	22 "
"	4	.....	36 "
"	5	.....	18 "
"	6	.....	12 "
"	9	.....	11 "
"	10	.....	56 "
Night tag		.....	35 "
Tailor shop		.....	45 "
Road camp		.....	62 "

Construction.....	29 men
Concrete crew.....	11 "
Woodworking shop.....	23 "
Shipping .....	5 "
Farm.....	96 "
Maintenance.....	417 "
Incapacitated and under punishment.....	54 "
Idle.....	552 "

**4. Vocational Training**—Several of the industries offer considerable opportunity for industrial training, although the splendidly equipped woodworking shop can give very little training as it is located outside the prison.

**5. Compensation**—Men in the industries are paid up to 35 cents a day; men on the road 75 cents and men on the farm receive 25 cents; men working on maintenance are paid 10 to 25 cents a day.

## VII

### EDUCATION

**1. Library**—The library contains about 7,000 volumes. The State appropriates \$500 annually for new books. The library is housed in the school rooms and is under the supervision of the head teacher.

**2. School**—A civilian teacher, and six inmate teachers give instruction in grade school work to 340 men. In addition to this 126 men are given instruction in their cells.

**3. Other Courses**—Twenty men are taking correspondence courses.

## VIII

### RELIGION

**1. Chapel**—The assembly room over the mess hall is used as a chapel.

**2. Chaplains**—There are four chaplains—Protestant, Catholic, Hebrew and Colored.

3. **Services**—The Colored chaplain conducts services on Saturday afternoons; other services are conducted on Sunday.

4. **Outside Agencies**—The Salvation Army, the Volunteers of America, and Christian Scientists hold occasional services.

## IX

### TRAINING IN CITIZENSHIP

The committee of three inmates named by petition of the prisoners and approved by the principal keeper, which formerly acted as the spokesman and represented the inmate body, has been discontinued. The prisoners now have no share in the responsibility for the conduct of the prison community.

## X

### PAROLE

During the year ending June 30th, 1925, 352 men were paroled. During this same period 31 men were apprehended for other crimes and 6 were returned for violation of parole.

## XI

### COSTS

The gross cost of the prison for the fiscal year ending June 30th, 1925, was \$627,979.80.

The profits from prison industries go into the State treasury or back to the industries for expansion, so are not a part of the prison accounts. To get the net cost of the prison to the State the net profits of the industries would have to be deducted from the total expenditure for the prison.

## COMMENT

The most obvious thing about the Trenton prison is the need of a modern prison plant on a new site. The age, construction and arrangement of the buildings, and the lack of space in the prison yard for needed workshops and recreation is as serious as in Eastern Penitentiary in Philadelphia, which is to be abandoned as soon as a new prison can be built. The State needs a prison of modern design and construction, located on a tract of land outside of, but within a radius of twenty-five miles of the larger centers of population.

If the prison is to be retained on its present site, however, the grounds of the arsenal, adjoining the prison and standing practically idle, should be made available for yard space and additional workshops, and the street in front of the prison should be moved back so that it runs along the canal instead of dividing the prison property. If the prison could acquire additional space by the two methods mentioned, it would be a very great improvement, although the prison would even then be handicapped by the prison plant which is hopelessly out of date.

Another proposal is to turn the Rahway Reformatory into a prison. The old prison at Trenton would then be used as a clearing house, as a prison for hardened offenders and for the men sentenced to be executed. This proposal has been advocated by the State authorities for a number of years.

Since the last Handbook the general sanitary condition of the prison has been improved: plumbing has been installed in the old cell house and paint has brightened up the old cell blocks considerably, but the problem and cost of upkeep in a prison constructed as this is is out of proportion to the results achieved.

The hospital is very well equipped and as well kept as

it can be in such an old building. The medical staff is well organized and a woman trained nurse is a feature found here that might well be copied by hospitals in other prisons.

It is perfectly obvious that there has been an effort to set up industries in this prison so that they would give a large measure of industrial training. The machine and woodworking shops are the two best equipped shops of their kind in the prisons reported on in this book. The location of the woodworking shop, outside of the prison enclosure, all but nullifies its value. Possibly more serious even than the need of a modern prison plant is the development of additional industries, for which there are neither shops nor space left in the old prison to erect them. About one third of the population is idle, a condition that intensifies the problems of discipline within the prison, and unavoidably gives the worst kind of industrial training.

In the last few months the immediate responsibility for the management of the industries has been turned back to the State Board of Managers of the Prison. The superintendent of industries is a member of the present staff, responsible to the Board of Managers and paid by them. This arrangement is undoubtedly an improvement over the divided authority that has obtained there for several years.

Apparently little use has yet been made of a law allowing the surplus under the state-use system to be used in the open market. This provision is found in the states that have made greatest progress in the industrial development of prisons.

The State Board of Institutions and Agencies takes contracts for road building on a figure estimated by the highway engineers as the probable cost of construction. The money paid by the State Highway Department covers the entire cost of supervising and maintaining these men, and in addition gives them 75 cents a day for their labor.

One feature found here is especially worthy of comment:



on one morning a week officers representing the industrial department, the psychologist, the medical director and the deputy principal keeper, meet to go over the data on each new prisoner. This was set up in connection with a classification plan and while its value is largely diminished by the old prison plant and the industrial situation, it shows a real effort to handle the men more intelligently in industry and in a disciplinary way.

The recommendation of the matron for the removal of the women from this institution to some state institution for women should be carried out. This recommendation is more to the credit of the matron because it involves loss of the salary incidental to her position.

New Jersey, like some other states, shows the effect of an over-lapping system of control.

The State Board of Institutions and Agencies has the general supervision of the prison and the prison industries. The State Board recommends to the Governor for his appointment members of the Prison Board. The Prison Board is immediately responsible for the general conduct of the prison, but its members, recommended by the State Board, when once appointed are removable only by the Governor. The principal keeper (warden) is a constitutional officer appointed by the Governor for a term of five years. This is the only prison reported on in this book where such a condition prevails. Due to his method of appointment and the general length of his tenure of office he is, to a large degree, independent of both the Prison Board and the State Board. It would be unreasonable to expect that such a system of control could work smoothly. Such an organization is not calculated to hasten the development of a modern prison plant and an adequate industrial system.

Comment was made in the first issue of the Handbook on a committee representing the prison body in dealing with the prison officials. This committee has been dropped.

While organizations of prisoners undoubtedly bring problems of administration, they also have demonstrated their utility in helping meet still more serious problems. The despotism that has characterized the management of this prison has given way to a paternalism which is on the whole benevolent, but even such a paternalism can hardly develop a sense of individual responsibility for the common good, which is perhaps the most outstanding accomplishment of inmate organizations when they have been given the right kind of leadership. However, in the past two years there has undoubtedly been a great improvement in the morale of the prisoners and in the relation between principal keeper and the men.

## SANTA FÉ, NEW MEXICO

Visited July 27, 1925.

For many years prisoners of New Mexico were farmed out to the Kansas State Prison, but in 1884 a state prison was established about a mile from Santa Fé. The first plant consisted of an administration building and a cell house.

### I

#### GROUND AND PLANT

The administration building and the cell house on either side are of limestone. The buildings within the 13-acre enclosure are made of brick manufactured in the prison brick plant. The warden's greenhouse in front of the prison has been remodeled to make kitchen, dining room, and a recreation room for the guards.

**1. Housing**—There are two cell houses, each with 104 cells built on four tiers. The cells are 7 x 5 and 7 feet high, and are without plumbing. Cells at the end of each tier have had plumbing installed, but they are not available for general use, hence buckets are provided. Both cells and cell houses are being painted, and, considering the age and type of construction, a high standard of sanitation is maintained.

Double-deck spring beds, straw-filled ticks, and blankets comprise the standard cell equipment. Most of the men have chests for personal effects.

A dormitory over the tin and print shop accommodates about 12 men, and is occupied by trusties working at the warden's residence and in the guards' dining room.

**2. Farm**—The prison owns 60 acres of farm land nearby, and a 160-acre ranch a few miles distant. The value of the farm to the prison is determined entirely by the supply of irrigation water available.

## II

### ADMINISTRATION

**1. Control**—Control of the prison is vested in the Board of Penitentiary Commissioners of 5 members. The present personnel is as follows:

Bronson M. Cutting, Santa Fé, Pres.

Jake Levy, Santa Fé, Secretary

Solomon Garcia, Espanola

C. C. Manning, Gallup

Carlos P. Dunn, Santa Fé

This board holds eight meetings a year, and also acts as a parole board. The members receive \$200 a year and expenses.

**2. Warden**—John B. McManus was appointed superintendent (warden) in January, 1923. From 1912 to 1917 he had been warden, and prior to 1912, city clerk of Albuquerque and also manager of the State Fair.

**3. Deputy**—F. A. Summers was made deputy in August, 1923. From 1914 to 1917 he had varied experience as guard, captain of the guards and steward.

**4. Guards**—There are 27 guards and 6 cell-house keepers appointed by the warden with the approval of the board; there is no civil service law. The guards work on 8-hour shifts.

**5. Other Employees**—Other employees are chief clerk, assistant, doctor, chaplain, engineer, shop foreman, yard master, steward and matron.

**6. Salaries and Pensions:**

Superintendent.....	\$2,700	quarters and maintenance
Asst. Superintendent.	1,800	quarters and maintenance
Matron.....	600	quarters and maintenance
Captain of Guards...	900	
Guards.....	600	(with additional \$10 a month in lieu of maintenance)
Doctor (part time)...	1,200	
Chaplain.....	300	
Chief clerk.....	1,800	quarters and maintenance
Engineer.....	1,500	
Foreman.....	1,200	
Steward.....	1,200	

There is no pension provision.

### III

#### PRISONERS

**1. Population**—On July 27, 1925, there were 384 inmates including a few federal and county prisoners. The last printed report shows 299 prisoners on hand at the close of the fiscal year, November 30, 1924. An analysis of this group is contained in the following tables:

**Ages when received:**

Under 20 years...	33	31 to 40 years...	46
20 to 25 " ...	117	41 to 50 " ...	32
26 to 30 " ...	54	Over 50 " ...	17

**Nativity:**

Native-born...	249	Foreign-born...	50
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The 50 foreign-born were contributed by the following countries:

Mexico.....	42
6 other foreign countries.....	8

**Race:**

White...	280	Negro...	13	Other races...	6
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**Education:**

Illiterate.....	73	High school and college...	36
Common school.....	190		

**Sentences:**

Indeterminate...	280		
		20 years.....	1
Determinate....	19	50 ".....	1
		99 ".....	4
		Life.....	13

The method of execution in New Mexico is hanging. During 1924 there were no executions.

**2. Classification**—There is no system of classification of prisoners.

**3. Insane**—Insane prisoners are transferred to the State Hospital.

**4. Women**—There are five women inmates, two of whom are federal prisoners. They are housed in the administration building over the warden's apartment, in quarters that are not at all satisfactory. If the State is to maintain a prison for women, suitable quarters should be provided for them apart from the men's prison.

## IV

### DISCIPLINE

**1. Rules and Regulations**—Rules are printed in both English and Spanish, due to the large number of Mexicans. Silence must be observed in the mess hall and in line, and



prisoners are required to keep their arms folded when on the walks and to stand with folded arms while visitors pass. Smoking is permitted practically everywhere. Knives and forks are not allowed in the mess hall. The rule permits two letters a month, but it is not rigidly enforced; the same holds true of the rule permitting visits once a week. Visits are held in the deputy's office under guard, but without screens. Newspapers are permitted. Prisoners working outside the walls are searched when re-entering the prison.

**2. Punishments**—The usual punishments are loss of privileges, loss of "good time," solitary confinement in ordinary cells on bread and water for 1 to 8 days, or in one of the semi-dark cells (ordinary cell with perforated iron door) on bread and water for 1 to 4 days.

## V

### HEALTH

**1. Hospital**—The hospital is housed in rooms over the shoe and tailor shop. It is only partly equipped, and needs considerable remodeling to make it adequate for its purpose. It is as clean as its construction permits.

**2. Medical Staff**—The doctor visits the prison every other day, and on call. Most of the dental work and all operations are performed in the city.

**3. Psychological Work**—

(1) *Mental Tests*—No mental tests are given.

(2) *Psychiatric Work*—A limited amount of psychiatric work is done by the prison doctor in a few special cases.

**4. Commissary**

Immediately back of the administration building is a one-story building housing the commissary. The mess hall

is light and well ventilated. The men are seated at tables all facing one way. They use aluminum dishes and spoons, but knives and forks are not ordinarily permitted. The kitchen is well equipped, and excellent sanitary conditions are maintained throughout the department.

The yield of the gardens and stock farm is small and the quantity of vegetables and dairy and poultry products available for the prison mess is limited. Some of the produce is sold. The diet shows but little variety.

**5. Baths**—There is a good bath house. Weekly baths are required, and daily baths are permitted kitchen men and some others.

**6. Recreation**—The recreation space in the yard is unusually large, and the climate permits outdoor recreation throughout the year. Major sports are baseball and handball. Prisoners are permitted in the yard on week days from 11:10 A.M. till noon, and for a period after completion of their day's work; Saturdays, 2:30 to 4:00 P.M.; Sundays 9:00 A.M. to 3:00 P.M.; and all day holidays.

**7. Entertainments**—Moving pictures are shown every Sunday in winter and on alternate Sundays in summer. There are occasional musical entertainments and other performances by outsiders, and once a year the inmates stage a show.

## VI

### INDUSTRIES

**1. Workshops**—The workshops are almost entirely for maintenance purposes and the making of clothing. They are adequately lighted and ventilated, and not crowded.

**2. Character**—There is no contract labor at Santa Fé. The prison manufactures brick, tile and lime (except during the winter months), and operates a small plant for making rugs; all of these are for general sale. Prisoners are employed on the state roads and on the Santa Fé streets.

Clothing and socks for prisoners are made at the prison, and their shoes repaired. In addition, there are the farm, garden, dairy and poultry farm.

**3. Employment**—The 380 inmates at the prison (not including women) on July 25, 1925, were employed as follows:

Brick, tile and lime plant..	113	Road camps.....	60
Clay pit.....	16	Santa Fé street work.....	6
Rug plant.....	6	Farms and garden.....	14
Clothing and shoe shop...	24	Maintenance and idle.....	141

The number of idle is greatly increased when the brick and lime plant is not operating.

**4. Vocational Training**—There is some vocational training incidental to the industries, the farm and the road work.

**5. Compensation**—There is no compensation for prisoners.

## VII

### EDUCATION

**1. Library**—There are 4,000 volumes—a fair selection in fair condition—and an ample supply of magazines.

**2. School**—A small room is available but no classes are being conducted.

**3. Other Courses**—No courses of any kind are being taken.

## VIII

### RELIGION

**1. Chapel**—The chapel, on the top floor of the administration building, is used also for moving pictures and entertainments. It has ample seating capacity and is well lighted and ventilated. The gallery is reserved for the women prisoners.

**2. Chaplain**—The prison employs a part-time Catholic chaplain.

**3. Services**—There are services every Sunday, Catholic and Protestant services alternating. The Protestant services are arranged for by a Christian Endeavor Society in Santa Fé.

**4. Other Agencies**—No other religious agencies work in the prison.

## IX

### TRAINING IN CITIZENSHIP

There is no system of inmate community organization to train men for the responsibilities of citizenship.

## X

### PAROLE

The State Board of Penitentiary Commissioners acts as parole board. The superintendent of the prison is the acting parole officer. During the year ending November 30, 1924, 105 men were paroled. During the same period, 39 of these paroles expired, 8 were delinquent, 4 were returned for violation and 3 sentenced to other prisons; 51 were still reporting at the end of the year.

## XI

### COST

Gross cost for the year ending November 30, 1924. .	\$99,366.50
Earnings of farms and industries.....	17,650.10
Net cost.....	<u>\$81,716.40</u>

## COMMENT

1. Much credit is due the authorities for the improvements accomplished with the limited funds available. Especially is this true of the cell blocks, which have been brought up to a high standard without modernizing them by installing plumbing.

2. The chief need of the prison is for more industries; a large proportion of the population must be idle or semi-idle during much of the year. This is bad for the morale of the prisoners and unprofitable to the State.

We recognize in this connection the expense of installing manufacturing plants and the difficulty of finding a commodity which can be economically produced and marketed. Prisons in states like New Mexico, where some road work is already being done, might well expand the road program. The road building program of California is a good example of what can be done.

3. Two other obvious needs of the prison are improvement of the hospital and better accommodations for the women prisoners. It is doubtful whether a state having only five women prisoners (two of the five women are federal prisoners who will no doubt be removed when the new federal prison for women is opened) can afford to maintain a separate department for them. If they cannot be cared for in connection with some state institution for women, it might be possible to board them at some other state prison. It is a generally accepted principle that women prisoners should not be confined in a prison for men.

4. The daily outdoor recreation, and the large space available for it, are good aids to health and serve to offset in part the demoralizing effect of enforced idleness.

5. A school program, with emphasis on the teaching of English and special subjects, should be worked out at the

prison. The cooperation of the state university could doubtless be secured in this effort.

6. The salaries of the guards are too low. If the proper type of guard is to be secured and retained, the pay should be increased.

7. The superintendent should not be expected to act as parole officer. Some provision should be made for this important work.

8. The discipline seems to be, on the whole, good; but there are several regulations in force which have been abandoned by most prisons as unnecessary. Among these are the searching of prisoners who work outside the walls, forbidding the use of knives and forks in the mess hall, and requiring the men to stand with folded arms while visitors pass. The practice of having prisoners face in one direction in the mess hall, and enforcing silence there, has been given up with good results in many prisons.

This is one of the few prisons in the country where bloodhounds are kept.

The warden stated that the "barrel" for flogging refractory prisoners has not been used during either of his administrations. It should be legally outlawed to safeguard against any future revival of a type of punishment which has been all but universally abandoned.

9. An examination of some of the sentences at this prison is illuminating. On November 30, 1924, while 13 prisoners were serving life sentences, 53 others were serving sentences ostensibly indeterminate, but of such length that they were actually life sentences. Among them were sentences of 60 to 80 years, 75 to 99 years, 90 to 99 years, and one of 150 to 160 years. It is difficult to see what philosophy lies behind sentences of this type, unless they are violations of the spirit of the indeterminate sentence law such as may be found in many other states.

Such violations of the clear intent and spirit of the in-



determinate sentence law reacts not alone on the man receiving the sentence, but on the entire population. This abuse has been so serious in some states that the judges have had their power limited and cannot make a minimum sentence more than half of the maximum.

The morale appears to be good, but only so far as it minimizes trouble in the prison itself. It falls short of being a positive and socially constructive morale. That is, while the morale is calculated to make good prisoners, it falls short of being the kind that is calculated to make good citizens.

## NEW YORK STATE PRISONS

### GENERAL

There are five prisons in New York State:

Auburn Prison at Auburn  
Clinton Prison at Dannemora  
Great Meadow Prison at Comstock  
State Prison for Women at Auburn  
Sing Sing Prison at Ossining

The State Hospital for Insane Criminals at Dannemora, and the Hospital for Criminal Insane at Matteawan, are under the jurisdiction of the Prison Department but do not fall within the scope of this report.

1. New York prisons are under the direction of the State Superintendent of Prisons, a constitutional officer appointed by the Governor, with the approval of the Senate, for a term of five years.

The offices of the State Prison Department are in the state capitol, at Albany, where records of prisons and prisoners are kept. The superintendent appoints a deputy assistant superintendent and, under civil service rules, other employees. He also appoints the wardens, physicians, chaplains, and superintendent of industries of the several prisons. The comptroller appoints the clerks of the prisons.

The present Superintendent of Prisons is James L. Long, of Oyster Bay, appointed in February, 1924. He was for-

merly a State Senator from Long Island, and assistant superintendent of prisons, January, 1919, to February, 1924.

2. The salary of the superintendent of prisons is \$8,000 a year; of the deputy superintendent, \$5,000 a year.

3. The State Constitution provides also for a State Prison Commission, the members of which are appointed by the Governor with the approval of the Senate for terms of four years. This body has powers of inspection and investigation, but no administrative function.

The present members of the commission are:

John S. Kennedy, Pres., Brooklyn

Leon C. Weinstock, Vice-Pres., New York City

John R. Tremaine, Secretary

Mrs. Cecilia D. Patten, Saratoga Springs

Mrs. Sarah L. Davenport, Bath

Mial H. Pierce, Gouverneur

Frank E. Wade, Buffalo

Walter W. Nicholson, Syracuse

A commissioner's salary is \$1,000 a year and necessary traveling expenses.

4. In 1922 a law was passed creating a superintendent of industries. This officer is appointed by the superintendent of prisons but is to a considerable degree independent. Judging by the way it has worked so far in this state, or by the organization found in the states where the prison industries are most effective, it would be better if the superintendent of industries had been made assistant to the superintendent of prisons rather than having two semi-independent organizations in the prison department. Divided responsibility always results in an ineffective organization.

5. For many years prisoners have been paid 1½ cents a day for work. A 1924 law authorizes the paying of prisoners out of the profits of prison industries up to a

maximum of 20 cents a day. A few of the industries have been paying irregularly a wage of from 4 to 7 cents. This wage does not apply to those men working on prison maintenance or in other work except the industries.

The states that have made the most progress in compensation have in every case charged the wage to the cost of production or, where the men were working on maintenance, to maintenance costs. No other state in the country has attempted to make pay for prisoners depend on the profit of prison industries. Wages as in outside industries, should be charged to production.

The attempt to pay prisoners from profits appears more likely to bring additional problems to the industrial department than to give a reasonable wage to the prisoners. There is the further consideration that inmates who are doing skilled work for the institution such as plumbing, steam fitting, accounting, or skilled work in the hospital or dental office, still receive  $1\frac{1}{2}$  cents a day. Aside from the fact that the new law is a recognition of the principle of paying prisoners for work, it is not a forward step in the problem of pay for prisoners. It gives no assurance of pay for work done, for the pay is based not on the work done but on hypothetical profits of the industries. The scheme will need to be fundamentally revised before New York State has a system of compensation for prisoners that is comparable to that of many other states.

The "profits" of the prison industries do not go into the prison accounts but to the capital fund from which the legislature may make appropriations for any state institutional use. If the industries had charged to them all of the items that they would have to bear in an outside industry such as rent, etc., they would probably show a deficit instead of a profit. As it is the profit for the last fiscal year at Sing Sing was \$20,045.55, at Auburn \$135,283.29, at Clinton \$27,838.40, at Comstock \$7,887.84.

In the section on industries in the Introduction, attention is called to the fact that the industries in certain states are paying a considerable wage to the prisoners and also the entire cost of maintaining the prison. This indicates that the ineffectiveness of the industries in this state is due primarily to the industrial system rather than to the ineffectiveness of prison labor. There is no reason for believing that prisoners in New York State are any poorer workmen than in those states where the prison industries are so much more successful.

6. The State Parole Board consists of three members, two of which are appointed by the Governor, and are paid \$3,600 a year and expenses. The third member is the Superintendent of Prisons. This board visits each prison about ten times a year to pass on the parole of men.

In general, the practice has been to parole the men to Welfare organizations, many of which represent religious bodies. Professed adherence to a religious body, as shown by the prison records ordinarily means that a man must be paroled to the parole representative of that body. This ruling is quite proper where the man desires to be so paroled but where there is objection, and there very often is, it is most unfortunate in its effects. There seems to be no real reason why exceptions should not be made to this rule whenever desired by the man to be paroled.

Statistics on parole for the New York prisons are not available and therefore could not be included in the detailed reports.

## AUBURN, NEW YORK

Visited September 25, 1925.

Auburn Prison, built in 1816, is the oldest prison of the state now in use. It is also one of the oldest prisons in the country. It stands on low ground on the Owasco River which for a prison is a damp and unsuitable location. The city today has entirely surrounded the prison.

### I

#### GROUND AND PLANT

About 14 acres are enclosed within high gray limestone walls. The square tower built in the center and the wings on either side are part of the original buildings. Extensions have been made at right angles to these buildings for additional cell houses and in line with this extension shops have been built around the prison which form a quadrangle now used for recreational purposes. The buildings form a very picturesque architectural mass, possessing real architectural merit. Over the center is a square tower surmounted by the statue of a Continental soldier which from its material has always been known to the community, inside and out, as "Copper John." The whole design is highly original and effective.

**1. Housing**—The oldest part of the north wing is the original "Auburn cell block" which has served as a model



for almost all American prisons. The building is a shell, inside of which are built two rows of stone cells, back to back, in five tiers. The stone walls between the cells are three feet thick. The cells are  $7\frac{1}{2}$  x 4 and  $7\frac{1}{2}$  feet high. In the newer part of the cell block they are only  $3\frac{1}{2}$  feet wide.

Each cell has an electric light but none has plumbing, so that the old bucket system is still in use. There is little ventilation except what comes through the heavily grated doors. The cell blocks have been painted and the sanitary condition today is probably as good as can be maintained.

**2. Farm**—A 220-acre farm is situated just outside of the city. It unfortunately has been made into a prison industry instead of being continued as a prison maintenance farm. Under the present arrangements products raised and used by the prison must be paid for to the industrial department at market prices. This lessens very greatly the use of the farm and handicaps it in fulfilling the purpose for which it was intended.

## II

### ADMINISTRATION

**1. Control**—The control of the New York prisons lies in the State Superintendent of Prisons, who appoints the warden and can dismiss him at will. The warden, under civil service rules and subject to the superintendent's approval, appoints the guards and other employees of the prison.

**2. Warden**—The present warden is Brigadier General Edgar S. Jennings. He is a graduate of the Auburn High School. When first appointed warden in 1917 he had had no prison experience. He resigned in 1917 to serve in the Army but upon his return to Auburn in 1919 was reappointed.

**3. Deputy**—The principal keeper is James B. Durnin who has been employed by the prison for 17 years as guard, warden's secretary and parole officer. He was appointed principal keeper in 1924.

**4. Guards**—There are 101 guards working on 8-hour shifts.

**5. Other Employees**—There are 63, including doctors, dentists, chaplain, school teacher, clerk, job foremen, etc.

**6. Salaries and Pensions**—The salaries paid are as follows:

Warden.....	\$5,000 quarters and maintenance
Deputy.....	2,500
Asst. Deputy.....	2,000
Guards.....	1,500 to 1,800
Chaplain.....	2,000
Chaplain (part time).	750
Physician who is also Supt. of State Prison for Women.....	2,800 with maintenance
Physician (part time).	2,000
Dentist (part time)...	500
Head teacher.....	1,800
Supt. of Industries...	4,500
Asst. Supt. of Indus- tries.....	2,400
Shop foremen.....	1,600 to 2,150
Clerks.....	1,200 to 1,800
Bertillon.....	1,650
Kitchen keeper.....	1,800
Head baker.....	1,600
Chef.....	1,600

There is a pension law which provides for pension at half pay after 25 years of service, at the option of the State Superintendent of Prisons.

## III

## PRISONERS

**1. Population**—On September 25, 1925, there were 1281 prisoners. An analysis of the prison population of 1,372 as given in the annual report of June 30, 1925, is as follows:

**Ages:**

Under 20 years...	90	30 to 39 years...	379
20 to 24 " ...	341	40 to 49 " ...	150
25 to 29 " ...	342	50 and over....	70

**Nativity:**

Native-born...	1011	Foreign-born...	361
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The 361 foreign-born were contributed by the following countries:

Italy.....	149	Canada.....	27
Poland.....	48	England.....	12
Russia.....	32	Other foreign countries....	68
Austria.....	25		

**Race:**

White...	1238	Negro...	126	Other races...	8
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**Education:**

Illiterate.....	203	High school...	80
Common school...	1063	College.....	26

**Sentences:**

Indeterminate...	813	Under 5 years.....	175
		Between 5 and 10 years..	278
		" 11 " 20 " ..	69
Determinate....	559	" 21 " 30 " ..	8
		" 31 " 40 " ..	8
		Life sentence.....	21

**Death Sentences:** All executions in New York State take place at Sing Sing.

**2. Classification**—There is no system of classification.

**3. Insane**—Insane prisoners, on recommendation of the doctor, are transferred to the hospital for insane prisoners at Dannemora.

## IV

### DISCIPLINE

**1. Rules and Regulations**—A rule book prepared by the Superintendent of Prisons is used in all the prisons of the state. The warden, however, is given considerable latitude in the administration of these rules.

Since 1914 when the Mutual Welfare League was organized, the League has been a considerable though varying factor in the handling of discipline. While the character of the League has changed since it was organized at Auburn and while it appears to have lost a good deal of its constructive value, it is still a factor in the discipline of the prison. The League's sergeant-at-arms supervises the grounds during the recreation period and at entertainments, but as a whole the League appears to be less of a force in the disciplinary system than it has been in former years.

**2. Punishments**—The majority of the punishments consist of suspension from the League privileges. This may be done by the principal keeper or by the League. When it is given by the latter it does not appear on the inmate's record.

The old punishment cells are still in use. The men are confined here for varying periods on a diet of bread and water. Transfer to Clinton Prison is also used as a form of punishment.

## V

### HEALTH

**1. Hospital**—The hospital today is well organized and equipped and very well cared for. It is among the better prison hospitals of the country.

2. **Medical Staff**—There is a full-time prison doctor (who also acts as Superintendent of the Women's Prison) and a part-time assistant.

3. **Psychological Work**—

(1) *Mental Tests*—All the men are given the Binet-Simon test soon after they reach the prison.

(2) *Psychiatric Work*—Some psychiatric work is done but it has not been fully developed.

4. **Commissary**—The old tables in the prison mess hall have been replaced by regular tables at which the men are seated on both sides. The ventilation has been very much improved. The kitchen has also been improved both in equipment and in sanitation. The commissary department as a whole is undoubtedly in better shape today than it has been in the history of the prison. The diet at Auburn prison has for a number of years been in advance of the other prisons of the state. This is in part due to the prison farm.

5. **Baths**—The bath house is adequate, with a separate compartment and small dressing room for each shower. On an elevated walk the guard in charge is able to watch the bathers on both sides of the room.

Regular bathing periods are once a week; commissary workers and coal shovellers may bathe twice a week.

Shower-bath equipment has been installed in many shops, boiler room and the foundry.

6. **Recreation**—There is a recreation period daily in the yard during the summer months. The yard privilege is also allowed on Sunday and Saturday afternoons and holidays in summer, and in winter when the weather permits.

The space for recreation is inadequate. By cutting down part of the fine avenue of trees which formerly ran the length of the yard, a baseball diamond has been made. Removing the greenhouse has given some more space.

**7. Entertainments**—There are occasional outside entertainments, and twice a year the inmates stage a show to which outsiders are admitted, for the purpose of raising funds for League activities.

Moving pictures are shown every evening during the winter months, taking the place of the yard recreation.

## VI

### INDUSTRIES

**1. Workshops**—The workshops are built in a double line on either side of the prison yard. Several of them, the cloth shop especially, are old and badly lighted and ventilated. Only one or two of them are up to modern factory standards.

**2. Character**—The state-use system prevails in the prisons of New York State.

**3. Employment**—On September 25, when the prison was visited there were 1,281 men engaged in the following industries:

Auto plate shop.....	72	Construction.....	60
Machine shop.....	34	Engineers, yard men, office	
Broom, basket and weave.	75	men, etc., in connection	
Cloth.....	171	with industries.....	104
Woodwork.....	181	Maintenance.....	325
Foundry.....	55	School, band, league staff,	
Farm.....	20	idle, etc.....	123
Road camp.....	61		

**4. Vocational Training**—There is no system of vocational training and only a few of the industries have any real vocational value.

**5. Compensation**—Most of the prisoners still receive the 1½ cents a day that the Empire State has so long paid to its prison workmen. The new law provides for a payment



to those working on industries up to 20 cents a day out of the profits of the prison industries. This affects only a part of the men and has so far run from 1½ to 9 cents a day.

## VII

### EDUCATION

**1. Library**—The library has about 6,000 volumes. It is well catalogued and arranged but as the State does not make any regular appropriation for books, many of them are out of date and of little value.

The State buys a considerable number of magazines which are handled by the library and circulated through the prison.

**2. School**—There is a civilian head teacher and eight inmate assistants. School is held during the daytime and includes work up to the sixth grade. Attendance is obligatory for illiterates.

**3. Other Courses**—A class in "Americanization" is held. Fourteen men are taking correspondence courses.

## VIII

### RELIGION

**1. Chapel**—The hard old benches have been replaced by comfortable seats and artificial ventilation has been installed so that the chapel, also used as an assembly room, is today much more satisfactory for assembling purposes than it has ever been before.

**2. Services**—Catholic and Protestant services are held regularly on Sunday mornings. Jewish services are also held.

**3. Outside Agencies**—Christian Science services are held

on Sunday mornings, following the Protestant services. The Salvation Army and Volunteers of America visit the prison occasionally.

## IX

## TRAINING IN CITIZENSHIP

The Mutual Welfare League referred to under Discipline still functions at Auburn in handling recreation and entertainment, and to a lesser degree in discipline. How far it is maintaining its original purpose of training men for citizenship is questionable.

## X

## Cost

Gross cost.....	\$456,668.15
Earnings from prison farm, industries, etc.....	<u>135,283.29</u>
Net cost.....	\$321,384.86

The net profits of the prison industries do not enter into the maintenance at all; they go into the Capital Fund from which the Legislature may make appropriations for capital investments in industries, or sums may be appropriated from this fund for plant extension of other state institutions, but never for maintenance.

## COMMENT

1. Auburn is the oldest prison in New York State now in use. While its cell blocks are not modern in any respect they have been completely renovated and are today in good

sanitary condition. Only at a prohibitive cost could plumbing be installed in cells so constructed. The heating pipes are along the wall of the cell house which makes it difficult at certain times of the year to avoid dampness. However with the present construction the cells and cell houses are in as good shape as they can be kept. Great improvements have been made in the commissary department, which is now probably in as good condition as such quarters allow.

The old, flat chapel floor and the uncomfortable wooden pews have been replaced by a sloping floor and individual seats. Another improvement is the installation of a ventilating system.

The painting of the buildings around the recreation yard has removed to a great degree the dinginess that formerly characterized them. As a whole the prison proper is in the best condition it has ever been. The handicaps inherent in the construction cannot be removed but the best is made of a bad situation.

2. The best equipped industry and the most effective one is the auto-tag shop. A comment on the industries may be found under the introductory section of New York State, and also in the general survey in the Introduction.

3. Life for the prisoners of both Auburn and Sing Sing is more normal and there is less of unnecessary and unnatural restraint than in most prisons of the country. This is to a large extent the result, both direct and indirect, of the introduction in 1914 of an organization of the inmates, known as the Mutual Welfare League. This system was worked out largely by the prisoners themselves. The warden delegated to the League a considerable part of the responsibility for the discipline. The organization also took the supervision of the yard and the general promotion of recreation and entertainment.

Its purpose primarily was to secure the cooperation of

the prisoners in producing good order and discipline, by giving the inmates considerable responsibility for the life of the prison community. It was believed by the inmates who helped effect this organization, by those cooperating with them and by the officials of the prison, that by giving the inmates training in their inmate community they could be best fitted for life in the larger community after their discharge.

Early in the organization's work it was found that men whose unsocial conduct had brought them to prison, developed for the first time in their lives an understanding of what social obligations really meant. Instead of trying to learn citizenship by a class in civics they learned it from actual experience in bearing responsibility. The development throughout was based on meeting responsibility, not on privileges given. The new organization made it possible to give a great deal of additional time for recreation that was not possible under the old system, because of the number of officers that would have been necessary, but the purpose throughout was training in responsibility rather than the mere securing of additional privileges.

The result of this organization was a great improvement in the general discipline in the prison. This of course made the general administration easier and resulted in a minimum of punishments that become a part of the prisoner's record, and an increase in the effectiveness of the punishment. Instead of being given by the warden arbitrarily, as the inmate would naturally feel, it was given by the prisoner's own representatives of the League. The warden became much less a jailer and had more time to give to the training of the entire population rather than to the few trouble-makers. All of this did not mean a lessening of his authority; it merely delegated to the inmate organization part of the authority that formerly had been given to officials. While some of the old officers objected, many of

them were friendly to the system, and have remained so through all the years.

The function of the League has varied under different administrations. Today its effectiveness in accomplishing its fundamental purpose has greatly diminished. The following is in substance the statement printed in the first issue of the Handbook and appears true today of Auburn and of the situation at Sing Sing as well:

While the League has, in all the different and constantly varying conditions, never entirely ceased to be a factor in the administration of the prison, it has, unfortunately, ceased to be much more than an aid to prison management.

The tendency is for the prison authorities to use the League as a convenient aid to secure easy prison administration; they do not guide and direct it so that it accomplishes its fundamental purpose of developing the right social viewpoint to replace the criminal viewpoint of individual selfishness. They use the League chiefly to serve the prison management rather than use both the League and administration to serve society. To accomplish the fundamental and larger purpose requires a type of leadership, at once imaginative and constructive, which has not been given.

The League has not ceased to be a factor in the prison but instead of accomplishing its fundamental purpose of training men for citizenship it has largely come to be a mere convenient aid in securing easier prison administration.

## CLINTON, NEW YORK

Visited September 22, 1925.

The State owns about 14,000 acres of hilly, wooded land in Clinton County at Dannemora, about fifteen miles west of Plattsburg. On this land is located Clinton Prison and adjoining it on the east the state hospital for insane criminals. The prison was established in 1845.

### I

#### GROUND AND PLANT

The enclosure within the prison walls, about 7 acres, contains buildings dating from 1845 down to the new industrial shop still under construction. The old cell house was built of stone. Brick was used in the administration building and cell houses as well as many of the shops. The new industrial building is reinforced concrete. Behind the cell blocks the recreation field has been enclosed by a wooden stockade.

**1. Housing**—The 1198 cells in the cell blocks are arranged in four tiers in two of the cell blocks, and in three tiers in the other. Each cell has an electric light. The cells are  $7\frac{1}{6}$  x 4 and  $6\frac{2}{3}$  feet high. In the oldest and largest cell block the 540 cells are narrower by 6 or 8 inches. The construction is such that a high sanitary standard is very difficult to maintain. None of the cells have plumbing.



East Hall, built in 1845, is the oldest part of the prison. The 540 cells in this wing are narrow but are being very much improved by ripping off the old soft plaster that had become infested with vermin and replacing it with hard cement that should be vermin-proof.

The "isolation" is a one-story building built back of the prison proper. The 26 cells are 11 x 7½ feet and each of them is provided with a small exercise court. Each cell has a lavatory, toilet and radiator. Food is brought up from the main kitchen. Men are sent to isolation either as a form of punishment or as a means of protection.

**2. Farm**—Although the State owns a large tract of land only a small part is suitable for farm purposes. Twenty acres are under cultivation. Dairy products are the chief contribution of the farm to the prison.

## II

### ADMINISTRATION

**1. Control**—Clinton Prison is under the control of the State Superintendent of Prisons.

**2. Warden**—The warden is Harry M. Kaiser. This is his second term as warden of Clinton Prison. He was formerly sheriff of Erie County, and superintendent of the penitentiary of that county. He was warden of Clinton from August, 1911 to July, 1913, and after the death of Warden Twombly was reappointed in April, 1920.

**3. Deputy**—The deputy warden is A. J. Granger, who has had 7 years' experience at Clinton and Great Meadow prisons. From the latter he was transferred back to Clinton and made deputy warden in 1923.

**4. Guards**—There are 104 guards at the prison, including those at the tuberculosis hospital. They work 8 hours a day.

**5. Other Employees**—Other employees include a chief physician and staff, resident and visiting chaplains, a civilian head teacher, 8 clerks, 3 foremen, 3 firemen, a chief engineer, and 3 who are classed as hospital attendants.

**6. Salaries and Pensions**—The salaries paid are as follows:

Warden.....	\$5,000 quarters and maintenance
Deputy Warden.....	2,250 and room
Guards.....	1,400 to 1,800
Chief physician.....	3,500
Chaplain.....	2,000

After 25 years of service employees may be retired at half pay, at the option of the Superintendent of Prisons.

### III

#### PRISONERS

**1. Population**—On September 22, 1925, there were 1,361 prisoners. An analysis of the population of 1,450 as given in the report for the year ending June 30, 1925, is as follows:

##### Ages:

Under 20 years...	104	30 to 39 years...	373
20 to 24 " ...	439	40 to 49 " ...	96
25 to 29 " ...	406	50 and over.....	32

##### Nativity:

Native-born...	1090	Foreign-born...	360
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The 360 foreign-born were contributed by the following countries:

Italy.....	148	Germany.....	16
Russia.....	40	Poland.....	16
Austria.....	18	Spain.....	12
West Indies.....	18	England.....	11
Canada.....	17	Other foreign countries....	64

**Race:**

White...	1200	Negro...	245	Other races...	5
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**Education:**

Illiterate.....	109	High school...	48
Common school...	1278	College.....	15

**Sentences:**

Indeterminate...	758	Under 5 years.....	194
		Between 5 and 10 years..	303
Determinate....	692	" 11 " 20 " ..	137
		" 21 " 30 " ..	20
		" 31 " 60 " ..	25
		Life.....	13

In New York State all executions take place at Sing Sing Prison.

**2. Classification**—There is no general system of classification.

**3. Insane**—On recommendation of the head doctor, inmates adjudged insane are transferred to the Dannemora State Hospital, an institution adjoining the prison on the east.

## IV

## DISCIPLINE

**1. Rules and Regulations**—Clinton Prison is the discipline prison of the state. Its discipline has continued to be more strict and rigorous and retains somewhat more of the old spirit and method than now obtains in the other prisons of the state.

The State pays postage on one letter a week and inmates may write two additional letters weekly. They may receive newspapers and magazines directly from the publishers.

The distant and inaccessible location makes restrictions

on the number of visits of less importance than in most prisons. The use of the stalls built on either side of a wired aisle is said to be confined to known drug addicts. Other men receive visitors on opposite sides of tables along the center of which is a glass partition some eighteen inches high. Visits are held in the guard room.

**2. Punishments**—Loss of "good time" and all privileges for 30, 60 or 90 days is used. The men are also locked either in their own cells or in the screen cells on the "flats" of the east and west halls. The old cells under the hospital, formerly used for condemned men, are being remodeled for disciplinary cells.

The isolation cell house described above is used both for punishment and in cases where prisoners need protection. Men under punishment are not allowed reading matter, tobacco, recreation or exercise privileges and may not receive or send mail while under punishment.

## V

### HEALTH

**1. Hospital**—The general hospital in the prison proper is in arrangement, equipment and upkeep one of the best prison hospitals. The tubercular hospital plant on the hill about half a mile back of the prison is probably the best one in any penal institution of the country. Both hospitals are adequate for their purpose. The upkeep of the general hospital is first class in every respect. The tubercular hospital shows signs of neglect.

**2. Medical Staff**—There is a full-time doctor and two full-time assistants.

**3. Psychological Work**—There is none.

**4. Commissary**—The mess hall is well lighted and ventilated and appeared clean and well cared for. The men

are seated at tables all facing one way. Agate ware is used for table dishes. The kitchen has been entirely remodeled and equipped in first class shape and part of the bakery equipment is new.

The diet here is not up to the standard maintained by a number of prisons covered in this report. The hospital diet, however, is good.

**5. Baths**—The bath house, a wing opening into the west hall, is well supplied with showers. There is but one regular bath period weekly. The commissary workers bathe twice a week.

**6. Recreation**—During the summer months there is a daily recreational period of two hours and on Wednesday, Sunday and holiday afternoons a period of four hours. On account of the location of the prison no recreation schedule is possible during winter months. The space is fairly adequate. Baseball is the chief sport. Bocci ball and other sports are used.

**7. Entertainments**—In the winter there are two moving picture shows weekly. The inmates stage a show once a year. There are occasional outside entertainments. The tuberculosis hospital patients have moving pictures twice a week throughout the year, and a radio outfit. The moving pictures are shown in the afternoon to the prisoners; in the evening to the people of the outside community. This method is used to raise money to pay for the cost of recreation.

## VI

### INDUSTRIES

**1. Workshops**—A fire March 18, 1922, destroyed the big industrial building. Most of the other workshops are rather crowded and do not afford working conditions that are up

to modern factory standards. The dye shop is especially bad. A new industrial building has been erected by inmate labor to house the industries. These new buildings will give satisfactory housing for most of the prison industries.

**2. Character**—As in all New York prisons the state-use basis of industries prevails here.

**3. Employment**—The employment of the 1,361 men reported on the work sheets of September 19, 1925, was as follows:

New construction work....	192	Blacksmiths.....	2
Shirt and clothing.....	55	Stockroom and shipping...	9
Wood and lumber.....	25	Power house, engineers and	
Dye shop.....	14	firemen, yard, etc.....	60
Weaving.....	237	Sick, idle, unassigned.....	245
Cotton.....	131	Maintenance.....	380
Machinists and repair shop	11		

**4. Vocational Training.**—The new construction work has given, incidentally, considerable vocational training. The regular industries give little if any.

**5. Compensation**—Most of the prisoners still receive the 1½ cents a day that the Empire State has so long paid to its prison workmen. The new law provides for a payment to those working on industries up to 20 cents a day out of the profits of prison industries. This affects only a part of the men and has so far run from nothing to 6 or 7 cents a day.

## VII

### EDUCATION

**1. Library**—There are about 7,000 volumes in the library, which as a whole is in better condition and better handled than many prison libraries. Inmates may have two books a week. There is a small library at the tuberculosis hospital.



This is entirely separated from the regular library and tubercular patients may have as many books as they desire.

A few books are purchased annually for the general prison library.

**2. School**—The school is quartered over one of the shops. The rooms are well lighted and ventilated and are more suitable than many prison school rooms.

Two groups of men attend school in the morning and two others in the afternoon. The school covers work from the first to the sixth grade. A few other classes have been organized.

**3. Other Courses**—Several men are taking correspondence school courses.

## VIII.

### RELIGION

**1. Chapel**—The assembly room, also used as a chapel, is on the second floor of the mess hall wing, and is entered from the center of the cell blocks. It is adequate in size, well lighted and ventilated; but it has little, if any religious atmosphere.

**2. Chaplain**—There is a resident Catholic chaplain and visiting Protestant and Hebrew chaplains.

**3. Services**—Catholic and Protestant services are held weekly; Jewish services twice a month.

**4. Outside Agencies**—Christian Science services are held weekly.

## IX

### TRAINING IN CITIZENSHIP

Prisoners have no share in the responsibility for the conduct of the prison community.

## X

## COST

Gross cost.....	\$487,175.22
<sup>1</sup> Earnings from prison farm, industries, etc.....	27,838.40
Net cost.....	<u>\$459,336.82</u>

## COMMENT

1. Since the first Handbook was issued the work on the new industrial building has been carried on nearly to the point of completion by inmate labor. The soft and vermin-infested plaster has been removed from many of the cells in the old cell house. They have been re-finished with hard material and painted over with a glossy surface paint so that they are practically vermin-proof. When this process is completed these old cells will be more enduring than they have been since they were first built in 1845. None of the cells at Dannemora are modern and the construction of the cell houses is such as practically to prohibit the installation of plumbing or of a more effective heating system.

2. The modernizing of the kitchen has been completed and part of the equipment in the old bake shop has been replaced so that the commissary department is on the whole up to a good standard. The continued use of the old tables, with the men facing one way, is unfortunate but cannot be avoided so long as the population is as great as it is now.

3. When the new workshop is occupied, some time in

<sup>1</sup> The net profits of the prison industries do not enter into the maintenance at all; they go into the Capital Fund from which the Legislature may make appropriations for capital investments in industries, or sums may be appropriated from this fund for plant extensions of other state institutions, but never for maintenance.

1926, the industries at Clinton, will be housed in a building that is modern in every respect and some of the old shops can be discontinued. The new shop will make possible the development of industries to care for a considerable number of men who have been idle at Clinton since the old workshop was destroyed by fire several years ago. Working conditions in the old dye shop are as bad as can be found in any prison shop reported in this book.

4. The best feature of Clinton for many years has been the medical department. The general hospital in the prison, always good, is better kept now than it has been for a number of years; its capacity has been enlarged somewhat and the equipment improved.

In marked contrast today to the splendid care of the general hospital is the evidence of neglect in the care of the tubercular hospital on the hill back of the prison. It is the best plant of its kind to be found in any of the prisons covered in this book, but the whole plant showed signs of neglect; floors were not clean or polished as they formerly were; in the wash room the lavatories and toilets were covered with dirt and dust that must have taken days to accumulate and in the corner stood an uncovered garbage can filled with malodorous waste. When the struggle and long efforts of Doctor Ransome to secure this hospital are remembered and the just pride of many citizens of the State in this department of its prison is recalled, and when the investment of the State in the hospital is considered, it is difficult to understand the obvious neglect. Even if it were true, as stated by an official, that the capacity of the hospital is greater than is needed, and that the actual number of tubercular patients could be cared for in the general hospital, there seems to be no reason why as long as the use of this hospital is continued, it should not be kept up to its old standard of excellence.

In the first issue of the Handbook it was stated that it

was too early to determine whether the high standard of the medical service built up by the late Doctor Ransome would be maintained permanently. The change in the spirit of the medical service at Clinton, in the degree of availability of the head doctor and of the use of the special equipment provided by the State for tubercular inmates all indicate a serious decline in the medical service in this prison.

As Clinton is the disciplinary prison of the State and in addition to the prisoners sent there for disciplinary purposes, all prisoners known as drug addicts are also sent, it presents an unusual problem of discipline. One element of injustice is involved in the fact that many men must be sent to this prison as a means of distribution of population of the prisons of the state, and that men from the north counties are sent directly to Clinton, but all must be subjected to the general regime designed for disciplinary cases and drug addicts. The care for the drug addicts in many respects is as specialized a problem as the care of the insane and in a prison system where any considerable number of such cases exist, there should be separate quarters for these men. So long as the drug addicts as well as the special disciplinary cases must be handled as a part of the general population it is probable that the restrictions at this prison will continue to be greater than in the other prisons in the State.

A prison located as this one is, is handicapped in many ways. A disciplinary prison presents special problems and needs unusual study to make it serve its purpose effectively. There is little evidence that this prison is receiving such study.

## GREAT MEADOW, NEW YORK

Visited September 23, 1925.

The Great Meadow prison is situated at Comstock, a station on the Delaware and Hudson R. R. about 71 miles north of Albany. The site, purchased in about 1908, consists of 1,200 acres of wooded and farm land.

### I

#### GROUND AND PLANT

The warden's house stands on an elevation, at the entrance to the grounds, about half a mile from the prison.

The prison proper consists of three parallel buildings: a mammoth cell block; a two-story building containing administration offices, chapel, hospital, bathroom and laundry; and a third structure of one-story containing the mess hall, kitchen, bakery and storerooms. A broad corridor connects the three at the center. This group of buildings is dominated by a cell block, which, from its height and great length, is impressive.

Originally no wall surrounded these buildings, but recently a twenty-four foot wall has been undertaken. This wall extends from the front corners of the cell house and will enclose a space of about 1,250 feet long x 742 feet wide. It will probably be completed sometime in 1926.

**1. Housing**—The cell house contains 1,168 cells, 8 x 10

feet and 8 feet high. A service corridor runs through the center back of the cells. The entire front of the cells is grated and each cell is equipped with an electric light, white enameled washbowl, toilet and running water. In appearance it is one of the most impressive cell houses in the country and is modern in every respect, except that the finish of the interior of the cell house makes the problem of upkeep much greater than in such cell houses as Minnesota and the one good cell house at Missouri.

**2. Farm**—Of the 1,200 acres available, about 280 are under cultivation and 607 acres are used for grazing. The value of the farm to the prison is decreased because the soil is not adapted to produce crops most needed for prison use.

## II

### ADMINISTRATION

**1. Control**—The control of the New York State prisons is in the Superintendent of Prisons.

**2. Warden**—The warden, William E. Hunt, was appointed in January, 1920. Previously he had twelve years' experience in correctional work as Superintendent of the Erie County Penitentiary and Commissioner of Charities and Corrections of Buffalo.

**3. Deputy**—The principal keeper is George Siebert, for many years a guard in Auburn Prison. He was appointed principal keeper on August 1, 1922.

**4. Guards**—There are 48 guards, or one for every eighteen inmates. They are appointed by the warden, under civil service rules, with the approval of the superintendent.

**5. Other Employees**—Other employees include a physician, dentist, resident and visiting chaplains, shop foremen, clerks, farm superintendent, and teacher.



**6. Salaries and Pensions**—The salaries paid are as follows:

Warden.....	\$5,000 quarters and maintenance
Principal keeper.....	2,500
Asst. principal keeper.	2,000
Guards.....	1,400 to 1,800
Doctor.....	2,750
Dentist.....	500
Chaplain.....	2,100
Chaplain (part time).	1,000
Teacher.....	1,800
Store keeper.....	2,000
Farm supt.....	1,512
Shop foremen.....	1,320
Clerks.....	1,500 to 1,650
Comptroller's clerk...	2,100
Guard and blacksmith	2,000
Guard and plumber..	1,800
Head baker.....	1,800
Head cook.....	1,800
Chief engineer.....	2,000
Guard and carpenter.	1,500

A pension law provides for pension at half pay after 25 years of service, at the option of the superintendent of prisons.

### III

#### PRISONERS

**1. Population**—On September 23, 1925, there were 859 prisoners, including 33 at the road camp. The report for the year ending June 30, 1925, shows that there were 782 prisoners in the prison at the end of that year and gives the following information in regard to them:

**Ages:**

Under 20 years...	59	30 to 39 years...	156
20 to 24 " ...	293	40 to 49 " ...	63
25 to 29 " ...	163	50 and over....	48

**Nativity:**

Native-born...	559	Foreign-born...	223
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The 223 foreign-born were contributed by the following countries:

Italy.....	94	Germany.....	12
Russia.....	29	Austria.....	11
Poland.....	12	Other foreign countries....	65

**Race:**

White...	597	Negro...	169	Other races...	16
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**Education:**

Illiterate.....	111	High school.....	24
Common school..	645	College.....	2

**Sentences:**

Indeterminate...	433		
Determinate...	349	Under 5 years.....	149
		Between 5 and 10 years..	173
		" 11 " 20 " ..	22
		" 21 " 30 " ..	4
		" 31 " 50 " ..	1

Death sentence: All executions of New York State take place at Sing Sing.

**2. Classification**—There is no system of classification.

**3. Insane**—Upon recommendation of the prison doctor the warden transfers insane prisoners to the State Hospital at Dannemora or to the Institution for Mental Defectives at Napanoch.

## IV

## DISCIPLINE

**1. Rules and Regulations**—The general book of rules drawn up by the State Superintendent of Prisons is used in this prison as in the other prisons of the state.

With the building of the wall around the prison, Comstock will cease to be the "Honor Prison" of the state and will become one of the units in the prison system.

**2. Punishments**—The usual punishments here are loss of privileges, loss of "good time," confinement in the regular prison cells on bread and water for periods of from one to ten days, and in some cases men are transferred to the disciplinary prison at Clinton.

## V

### HEALTH

**1. Hospital**—The hospital is adequate in size and fairly well equipped, but it is not kept up to the standard of the hospital at Auburn or the regular hospital at Clinton.

**2. Medical Staff**—There is a resident doctor and a dentist on part time.

**3. Psychological Work**—There is none.

**4. Commissary**—The commissary as a whole is well planned and equipped. The mess hall is large, well lighted and ventilated and prisoners are seated at both sides of the table. Conversation is permitted during meals. The mess hall is also used for entertainment purposes.

In spite of the fact that the soil is poorly adapted to raising many kinds of products, the farm makes a considerable contribution to the variety of the diet during the summer. Aside from this the diet does not differ materially from the other prisons of the state.

**5. Baths**—The bath house has 59 showers in separate compartments with a small dressing room in front of each. Baths are given to the general population once a week.

**6. Recreation**—Only a small yard has been available for regular recreation. This was made by running a concrete block wall between the administration building and

one of the cell houses. With the completion of the wall around the prison ample space will be provided for recreation.

**7. Entertainments**—Moving pictures are shown in the mess hall twice a week during the winter months. Once a year inmates stage a show of their own and occasionally outside entertainments are given.

## VI

### INDUSTRIES

**1. Workshops**—A new industrial building of an expensive type, 60 x 224 feet, is being erected but the industry that is to be housed in it has not yet been determined. Previously the only workshop was in the basement of one of the buildings, a room that was unsuitable in every way for the purpose.

**2. Character**—All industries in New York prisons are on the state-use plan. Aside from the farm work and the rock quarry which are in operation all of the year the only industry has been the mat shop in the basement room referred to above. The new workshop will make possible a further development of industries.

**3. Employment**—On September 23, 1925, the 859 men were employed as follows:

Road camp.....	33	General utility and grading	165
New construction.....	176	Sick and unassigned.....	19
Farm and stone quarry....	113	Mat shop.....	71
Maintenance.....	282		

**4. Vocational Training**—There is no system of vocational training, though some phases of the farm and new construction work may give some incidental industrial training.

**5. Compensation**—As the new law of compensation affects only the men working in industries it has no effect

as yet on this prison. The ~~old~~ rate of pay, 1½ cents per day, still obtains.

Cost

## VII

Gross cost for the year end-

EDUCATION. . . \$250.00

## EDUCATION

1. Library - There is a library of about 3,000 volumes under the care of the chaplain. The selection and condition of the books is much better than found in many prison libraries. The prison also takes forty-eight of the best weekly and monthly magazines. These are filed and are a feature of the library service that is well appreciated by the men. The "honor prison" of New York State

2. **School** - There is a school under the supervision of a civilian head teacher giving instruction in work from the first to the fifth grade. The head teacher is assisted by inmate teachers. A high school is now being dropped.

3. **Other Courses:** Several of them are taking correspondence courses.

## viii

2. The cell house is one of the largest and most  
 sive to be found in any American prison; with the sole  
 tion of the one new cell house at Sing Sing it is the  
 modern cell house in New York State. It paint work

1. **Chaplain.**—There is a resident Protestant chaplain; also visiting Catholic and Hebrew chaplains.

**2. Services**—Regular Protestant and Catholic services are held on Sundays, and Hebrew services twice a month.

**3. iv Outside Agencies—Christian Science services are held weekly on Sunday afternoons.**

## IX

### IX TRAINING IN CITIZENSHIP

# TRAINING IN CITIZENSHIP

The prisoners have no share in the responsibility for the conduct of the prison community and should not be held

## X

## COST

Gross cost for the year ending June 30, 1925.....	\$299,550.87
Earnings from prison farm, etc.....	<u>7,887.84</u>
Net cost.....	\$291,663.03

## COMMENT

1. Great Meadow Prison was known for many years as the "honor prison" of New York State. The name was always a misnomer, for a prison could hardly be characterized as an honor prison where espionage obtained and a pack of blood hounds was kept. The pretense of being an honor prison is now being dropped. A high wall is now being built around the prison which will probably be completed in 1926.

2. The cell house is one of the largest and most impressive to be found in any American prison; with the sole exception of the one new cell house at Sing Sing it is the only modern cell house in New York State. If paint were used as liberally here as in Auburn the appearance of this cell house and the standard of cleanliness would be greatly improved.

Sanitary conditions in the commissary department as a whole are better now than when the prison was visited three years ago.

3. In addition to the construction work on the wall, a new workshop has been built with a very expensive type of roof, though no decision had been made as to what industries are to be placed under this roof. A more desirable process would obviously be to determine the industry to be installed and then build a shop suited to that purpose.



The completion of this shop makes possible the development of an industrial program, but more workshops will be needed if all the men are to be given employment.

4. The prison hospital and medical service does not appear to have reached the standard in this prison that it has in the other prisons of the state.

5. With the completion of the wall around the prison, Great Meadow will avoid the pretense of being an honor prison, though it is not yet clear just what type of a unit it will be in the prisons of the state. At least it can be used to its capacity instead of only in part, as has been the case many times when the other prisons of the state were overcrowded.

When the wall is completed the task of developing a constructive prison policy and adequate industries will still remain to be accomplished. More men can be herded into the prison, but without industries idleness will continue and without some sort of a constructive policy it will be purely a punitive institution, rather than a socially useful one.

hop makes possible the development of more workshops will be given employment.

Medical service does not extend in this prison that

etc.

## NEW YORK STATE PRISON FOR WOMEN— AUBURN

it type of a unit it

The prison for women occupies buildings formerly used as a hospital for insane criminals. It adjoins the Auburn Prison for men but occupies a yard of its own, which contains about 5 acres. As it was constructed originally for a hospital the arrangement of the building is less like a prison than the quarters for women in other state prisons.

The rooms are fair in size and the women are given considerable freedom in fixing up their rooms. Meals are served on tables in the wide corridor from which the rooms open.

The commissary department is adequately equipped and very well kept.

The hospital is adequate; the diet better than in most prisons.

The chapel is one of the few chapels in American prison institutions that has real religious atmosphere.

E. S. Jennings is agent, and warden of this prison.

The superintendent of the prison is Dr. Frank L. Heacox, who has been in institutional work since 1905. Dr. Heacox is also physician at the men's prison.

The head matron has entire charge of the discipline. She is assisted by nine matrons.

While New York State has ordinarily over 5,000 men prisoners it has usually less than 100 women prisoners.

On June 30, 1925, there were 83 women prisoners, 60 of them white, 22 negro, and one of another race. Thirteen

of the total were illiterate. Thirty-nine of these women were under 30 years of age and all but 16 of them were under 40 years.

The discipline in this prison has been greatly modified in the last few years and loss of privileges has been ample punishment in the case of most offenses.

The recreational and entertainment program is good.

About 30 of the women work on state industries. The rest are used on maintenance work.

The educational work is under supervision of a head teacher. The work covers the lower grades and there are some additional courses.

Catholic and Protestant services are held weekly and a Jewish service once a month. Other services are conducted by outside agencies.

The cost of this prison for the fiscal year ending June 30, 1925, was \$51,014.67.

A location like that of the women's institution at Muncie, Penn., would make possible the development of an institution more liable to serve the state effectively.

As a whole the institution gives adequate attention to the health of the inmates. Increasing the matrons' pay so that a higher type of women could be secured for these positions would seem to be the most obvious way of making this institution more constructive. In this respect again the situation at Muncie might well be studied.

## SING SING, N. Y.

Visited September 30, 1925.

Sing Sing Prison, when first built in 1825 to replace the still older one in New York City, was known as Mount Pleasant Prison. Sometime in the middle of the last century the name was changed. Early in this century the town changed its name. Now it is Sing Sing prison at Ossining; and it is one of the oldest prisons in the country.

It is built at the foot of a promontory close to the waters of the Hudson River, an undesirable location because of the dampness which permeates the stone cells. The group of buildings has no architectural dignity, although the length of the old greystone cell block and the warden's house have a certain grim impressiveness.

### I

#### GROUND AND PLANT

The old prison is built on low ground along the river and its wall encloses about 15 acres. Most of this space except for the recreation yard in the north end of the enclosure is filled with buildings of various dates. Of this group probably the only one that is modern is the new death house.

The new prison plant has been erected on the hill above the old prison.

The buildings are uniform in design and construction.

The commissary and one cell house are completed and occupied. The hospital was finished two years ago but has not been occupied. The plan called for six other cell houses that have not yet been begun.

**1. Housing**—The cell house in the old prison is a part of the original structure built in 1825. There are five tiers of cells,  $7 \times 3\frac{1}{2}$  and  $6\frac{1}{2}$  feet high. In the prisons covered by this book there is probably no cell house where the cells are so small or where it is more difficult to maintain decent living conditions. There are electric lights but no plumbing so the old bucket system is still used.

In addition to a dormitory and cells in the old death house the men are also quartered in the new cell house on the hill. The latter provides living conditions which are up to the better institutional standards.

**2. Farm**—While there is no farm, a nine-acre garden is cultivated.

## II

### ADMINISTRATION

**1. Control**—The New York prisons are under the control of the State Superintendent of prisons who has the power to appoint the warden and dismiss him.

**2. Warden**—The warden is Lewis E. Lawes. He was a guard at Auburn and Clinton Prisons and at Elmira Reformatory for nine years. He was superintendent of New York City Reformatory both before and after its removal to New Hampton, and was appointed warden of Sing Sing in 1919.

**3. Deputy**—The deputy, or principal keeper as he is called in New York prisons, is Thomas F. McInerney. He was a guard at Sing Sing for many years and was appointed deputy in 1920.

**4. Guards**—There are 120 guards appointed under civil service rules by the warden, with the approval of the Superintendent of Prisons.

**5. Other Employees**—There are 32 civilian employees including office help, superintendent of industries, store-keeper, shop foremen, etc.

**6. Salaries and Pensions**—The salaries are as follows:

Warden.....	\$5,000 quarters and maintenance
Deputy.....	2,500
Guards.....	1,400 for first year with a yearly increase of \$100 until the maximum of \$1,800 is reached
Doctors.....	2,000 to \$3,500
Chaplains.....	2,750 visiting chaplains \$750
Clerks.....	1,800 to \$2,320
Teacher.....	1,800
Supt. of Industry....	4,500
Shop foremen.....	1,800 to \$3,000

A pension law provides retirement after twenty-five years at half pay.

### III

#### PRISONERS

**1. Population**—There were on September 30, 1925, 1,406 prisoners. An analysis of the prison population of 1,217 as given for June 30, 1925, in the last annual report of the superintendent, follows:

##### Ages:

Under 20 years...	104	30 to 39 years...	295
20 to 24 " ...	396	40 to 49 " ...	93
25 to 29 " ...	300	50 and over.....	29

##### Nativity:

Native-born...	903	Foreign-born...	314
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The 314 foreign-born were contributed by the following countries:

Italy.....	100	England.....	16
Russia.....	48	Poland.....	15
Austria.....	26	Other foreign countries....	93
Germany.....	16		

**Race:**

White...	1001	Negro...	209	Other races...	7
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**Education:**

Illiterate.....	131	High school.....	105
Common school..	962	College.....	19

**Sentences:**

Indeterminate...	733		
Determinate....	484	Under 5 years.....	295
		Between 5 and 10 years..	136
		"    11    "    20    "    ..	33
		"    21    "    30    "    ..	2
		40 years.....	3
		Life sentence.....	1
		Executed.....	14

**2. Classification**—There is no classification at present but it is stated that a thorough system will go into effect upon the opening of the new prison quarters.

**3. Insane**—Upon recommendation of the prison doctor prisoners adjudged insane are transferred to the State Hospital at Dannemora or to the Institution for Mental Defectives at Napanoch.

## IV

### DISCIPLINE

**1. Rules and Regulations**—A rule book prepared by the Superintendent of Prisons is used in all of the prisons of the state. The warden, however, is given considerable latitude in the administration of these rules.

Since 1915, when the Mutual Welfare League was organized at Sing Sing, the League has been a considerable though varying factor in the prison discipline. While the character of the League has changed considerably since it was established and while it appears to have lost a good deal of its constructive value, it is still a real factor in the discipline of the prison and has, according to the statement of the warden, kept the prison free from serious disturbances such as fires, riots, and strikes. The League sergeant-at-arms supervises the grounds during recreation period and at entertainments, but as a whole the League appears to be less of a force in the disciplinary system than it has been in former years.

**2. Punishments**—The principal punishment consists of suspension from the League, with loss of its privileges, reduction in grade, and loss of "good time." Transfer to one of the upstate prisons, especially Clinton, is also used as a form of punishment. Many men, however, must be transferred merely as a matter of distribution of population. As about three-quarters of the prisoners of the state come from Greater New York and are sentenced to Sing Sing, drafts of men have to be sent to the upstate prisons quite aside from any question of discipline.

## V

### HEALTH

**1. Hospital**—The new hospital at Sing Sing has not been put in commission, although it has been completed for two years. The old hospital does not compare with the hospital of either Clinton or Auburn or other prison hospitals of the better type.

**2. Medical Staff**—The staff consists of a doctor and full-time assistant, dentist on part time, male trained nurse, pharmacist and a strong staff of visiting surgeons.

### 3. Psychological Work—

(1) *Mental Tests*—Mental tests are given in connection with the school.

(2) *Psychiatric Work*—There is none.

4. **Commissary**—At present the kitchen and mess hall in the old prison and also the kitchen and mess hall in the new prison on the hill are being used. The bakery in the latter is the best-equipped in any penal institution covered in this Handbook.

The mess hall at the old prison is supplied with tables at which the men are seated on either side. Attendance at mess hall is now compulsory though the men are not obliged to eat here. At the evening meal a considerable number of the population come to the mess hall and remain seated until a signal is given when they have the privilege of leaving and getting their meals in the various parts of the prison. The old commissary department is in arrangement and equipment not up to the better institutional standards. The new commissary is well arranged and equipped.

5. **Baths**—There are fifty showers and three tubs in the bath house, and each shop is equipped with showers. One weekly bath is required.

6. **Recreation**—The recreation ground provides ample space for athletics. During the summer all daylight time, outside of working hours, is given for recreation. Baseball games with outside teams are permitted on Saturday and Sunday afternoons and on holidays. Athletic equipment is purchased by the Mutual Welfare League.

7. **Entertainments**—During the winter months moving pictures are shown nightly in the chapel for those confined in the old cell house. Outside entertainments are given every month. The Mutual Welfare League stages an entertainment once a year to which outsiders are admitted. Admission is charged to raise funds for the League activities.

## VI

## INDUSTRIES

**1. Workshops**—The workshops at Sing Sing are all in the old part of the prison and are not up to modern factory standards in any essential respect.

**2. Character**—The state-use system prevails in the industries in New York State.

**3. Employment**—On September 21st the 1,403 inmates were distributed as follows:

Shoe shop.....	35	gineers and firemen, etc.	289
Brush and mattress.....	53	Construction, new prison..	76
Printing.....	21	Road work.....	64
Sheet metal.....	76	Maintenance.....	529
Knitting and hosiery.....	155	Non-productive — school,	
Assigned to industries—		band, sick, etc.....	105
clerks, power house, en-			

**4. Vocational Training**—The new construction work has given considerable vocational training. The regular industries give but little.

**5. Compensation**—The new law provides for a payment to those working on industries up to 20 cents a day out of the profits of prison industries. So far this has affected none of the men here. The prisoners still receive the 1½ cents a day that the Empire State has so long paid to its prison workmen.

## VII

## EDUCATION

**1. Library**—The library is under the care of the chaplain. There are 13,000 volumes, the majority of which were donated. An annual appropriation of \$200 is now

made for the purchase of books. Lists of books to be purchased must be approved by the State Education Department.

**2. School**—The school supervised by a civilian head teacher, with seven inmate assistants, covers the work from the first to the sixth grades. Attendance is obligatory for illiterates.

**3. Other Courses**—A considerable number of men are taking correspondence courses.

## VIII

### RELIGION

**1. Chapel**—The chapel is on the second floor of the old brick building. It is used for moving pictures and entertainments as well as for services. There is no religious atmosphere whatever in the room.

**2. Chaplains**—There is a resident chaplain, Catholic, and two visiting chaplains, a Protestant and Hebrew.

**3. Services**—Three services are held weekly, Catholic, Protestant and Hebrew.

**4. Outside Agencies**—Regular weekly Christian Science services and Bible class are held, and occasionally meetings by the Salvation Army and the Volunteers of America.

## IX

### TRAINING IN CITIZENSHIP

The Mutual Welfare League, referred to under Discipline, functions at Sing Sing in handling recreation and entertainment, and to a lesser degree in handling discipline.

## X

## Cost

Gross cost.....	\$527,089.90
Earnings.....	20,045.55
Net cost.....	<u>\$507,044.35</u>

## COMMENT

1. Progress in the construction of the new Sing Sing prison has been practically at a standstill for two years. A twenty-foot solid concrete wall surrounding the entire new prison, is practically completed and the grounds are connected with the old prison by a high iron fence. No work has been done on the new cell houses and the new hospital building has stood unoccupied for several years. The old cell house must continue to be occupied for a considerable number of years until funds can be made available and the work of construction completed for the new cell houses on the hill. The delay in construction has been due to the failure to provide adequate funds. Such appropriations have been made by the 1926 legislature. In the prisons covered by this Handbook there are only a few cell blocks as bad as the old one at Sing Sing. Before the additional cell houses are erected study should be made of some of the other new cell houses of the country, in which the faulty arrangement of the cells in the one house already built at Sing Sing has been avoided.

2. In the meantime the new mess hall and kitchen are being used for men assigned to the new cell house, and the

\*The net profits of the prison industries do not enter into the maintenance at all; they go into the Capital Fund from which the Legislature may make appropriations for capital investments in industries, or sums may be appropriated from this fund for plant extensions of other state institutions, but never for maintenance.



commissary in the old prison is being run for the population there.

In general the old prison is as well kept as such a plant can be, but it is hardly possible to make endurable a cell house that was condemned as unfit for human habitation over eighty years ago.

3. As the elaborate new hospital building has not been occupied the hospital is still located in its old quarters. This has not for years been up to the standard of the hospital at Auburn or at Clinton nor is it now up to the standard of the better prison hospitals of the country. The only parts of the old prison that are modern today are the extravagantly expensive death house and the power plant.

4. Most of the workshops are old and inadequate and not up to modern factory standards in any essential respect.

A more extensive comment on the prison industries is made both in the general section on New York State and in the section on Industries in the general Introduction of this book.

5. The number of men actually engaged in the productive industries at Sing Sing, according to the work sheet of September 21, 1925, is 340 or about 24 per cent. of the population. In addition to these men there were 76 working on construction. The problem of development in the industries at Sing Sing properly to employ the normal population is a problem on which little progress has been made in recent years.

6. As at Auburn Prison, there is less of the unnecessary and unnatural restraint on the prison population at Sing Sing than in many prisons of the country. This is due largely to the Mutual Welfare League which was organized at Sing Sing in 1915. In the first issue of the Handbook the following statement was printed in regard to the League system:

Under the League system it becomes the duty of the warden constantly to emphasize the fact that the institution and its employees exist for a special service—that of aiding the prisoners to train themselves for life upon release. The prison authorities must cooperate with the prisoners to accomplish this, the real purpose of the prison. Privileges should be granted only upon the understanding that the prisoners undertake the responsibilities which justify them. Thus officers and prisoners alike must do their work in a spirit of service—service primarily to the prison community, but through that, to the State. Only when this sense of fellowship—of working together for a common cause—is developed will the relations between officials and prisoners be sound and healthy, and the purpose of the prison accomplished.

It is obvious that a high standard of conduct on the part of the prison officials, and repeated explanation of these standards to the prisoners, are necessary. It is also true that to get the most from the League it must not be treated as a mere aid to the warden in securing an easy running prison, but must be regarded as a means for training and educating the prisoners. The ultimate result, rather than the immediate effect, must always be kept in view. The best training for the future life of the prisoners is the primary object of the prison discipline.

Giving full credit for the many excellent features in Sing Sing today, it is still doubtful whether the spirit of common service is being attained. There are a number of disturbing factors which lead to the belief that, in spite of the quiet surface and orderly freedom, all is not going as it should; that the opportunity of teaching the prisoners a new conception of duty to society is not being fully met; that the old criminal belief in tortuous methods, and the obtaining of benefits by some form of graft, are not being effectively combated.

It is true that the present warden at Sing Sing has repeatedly endorsed the League idea and continues the organization but the statements made in the first Handbook in regard to Auburn seem today about equally true of both prisons. They were in substance, as follows:

While the League has, in all the different and constantly varying conditions, never entirely ceased to be a factor in the administration of the prison, it has, unfortunately, ceased to be much more than an aid to prison management. The tendency is for the prison authorities to use the League as a convenient aid to secure easy prison administration: they do not guide and direct it so that it accomplishes its fundamental purpose of developing the right social viewpoint to replace the criminal viewpoint of individual selfishness. They use the League chiefly to serve the prison management rather than use both the League and administration to serve society. To accomplish the fundamental and larger purpose requires a type of leadership, at once imaginative and constructive, which has not been given.

The League has not ceased to be a factor in the prison but instead of accomplishing its fundamental purpose of training men to take their place again in society it has largely come to be a convenient aid in securing better prison administration.

## BISMARCK, NORTH DAKOTA

Visited July 2, 1925.

The North Dakota prison at Bismarck dates from territorial days (1883), when a square, four-storied brick building and a cell house were erected. The prison as it stands today consists of the original plant with later additions, including a farm and the industrial plant.

### I

#### GROUND AND PLANT

A one-story office building has been erected in front of the old administration building, which, with the old and new cell houses, forms the front of the prison. In the walled enclosure of about 4 acres are the twine plant, the hospital, and a number of other buildings constructed at different periods and following various designs.

The warden's house, and another for the deputy, stand at the right of the road leading to the prison. The barns and farm buildings are outside the walls.

1. **Housing**—There are two cell blocks, the new one an extension built on the old. The old cells are 8 x 6, and 7 feet high; they have no plumbing. The new cells are 8½ x 6, and 7 feet high, and are equipped with good lavatories and toilets. A service corridor runs between the cells in the new

block. The beds in all of the cells have blankets and sheets; each cell has also a chair and a stand. The men may decorate their cells as they desire, with certain limitations. The cell houses on the whole are clean and well kept. There are no dormitories.

**2. Farm**—On the 960 acres of land owned by the State about 550 acres are under cultivation.

## II

### ADMINISTRATION

**1. Control**—The control is vested in a Board of Administration of five members. Three of these are appointed by the Governor for terms of six years. The other two members are the State Superintendent of Public Instruction, Minnie J. Nielson, and the Commissioner of Agriculture and Labor, Joseph J. Kitchen. The appointed members are R. B. Murphy, F. E. Diehl and W. J. Church. The latter members receive \$3000 a year. The board appoints the warden and holds meetings at the prison each month.

**2. Warden**—Warden John J. Lee was appointed in September, 1923. He was for many years a farmer, and for four years was sheriff of Ward County.

**3. Deputy**—The deputy is B. A. Woehle, appointed in September, 1924. He has had 14 years of prison experience.

**4. Guards**—There are 40 guards, appointed by the warden. There is no civil service law. The guards work twelve hours a day, seven days a week, except for one day each month.

**5. Other Employees**—A doctor (part time), dentist (part time), superintendent and two assistants in the twine plant, machinist, chief engineer, superintendent of farms, steward, cook and two clerks are employed at the prison.

## 6. Salaries and Pensions—

Warden.....	\$3,096 quarters and maintenance
Deputy Warden.....	1,800 quarters and maintenance
Guards.....	70 a month, room and maintenance
Doctor (part time)...	1,200
Chaplains.....	5 each service
Supt. of Industries...	2,400
Asst. Supt. of Industries.....	1,800
Machinist.....	1,800
Farm Supt.....	1,380
Cook.....	1,380
Steward (also acts as a teacher).....	1,560

## III

## PRISONERS

1. **Population**—There were, on July 2, 1925, 253 prisoners.

The report for the last biennial period shows 221 prisoners on hand on June 30, 1924. An analysis of this group is contained in the following tables:

## Ages at time of commitment:

Under 20 years...	16	30 to 39 years...	65
20 to 24 " ...	56	40 to 49 " ...	43
25 to 29 " ...	29	50 and over....	12

## Nativity:

Native-born...	158	Foreign-born...	63
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The 63 foreign-born were contributed by the following countries:

Russia.....	10	Poland.....	5
Canada.....	8	Austria.....	6
Norway.....	7	11 other foreign countries..	13
Germany.....	6		



**Race:**

White...	207	Negro...	7	Other races...	7
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**Education:**

Literate...	194	Illiterate...	27
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**Sentences:**

Indeterminate...	3		
Determinate....	218	Less than 5 years.....	105
		Between 5 and 10 years..	59
		" 12 " 20 " ..	24
		" 25 " 30 " ..	9
		Life.....	21

Death sentence: Capital punishment was abolished in North Dakota in 1915.

2. **Classification**—There is no system of classification or grading of prisoners.

3. **Insane**—Insane prisoners are transferred to the state hospital for the insane.

4. **Women**—Five women prisoners, in charge of a matron, are quartered on the second floor of the old administration building. They do some sewing and mending. These women should be transferred to a state institution for women.

## IV

## DISCIPLINE

1. **Rules and Regulations**—A printed copy of very explicit rules is furnished each prisoner. Forty specific offenses are listed. The silent system is not in force, except in cell house and dining room. One social letter a week is permitted and as many business letters as necessary; special permission is required for extra social letters. Visits are allowed once in two weeks. Approved newspapers are permitted.

2. **Punishments**—The usual punishments are loss of

privileges, loss of "good time" (part of the "good time" is automatic, part dependent on good behavior), and solitary confinement in the punishment cells on bread and water. These cells are absolutely dark, with solid doors, and are ventilated through two openings about 14 x 16, and by forced ventilation.

## V

### HEALTH

**1. Hospital**—The hospital is housed in a two-story separate building between the cell blocks and the shops. It is more than adequate in size but in finish and equipment it is not up to the standards of modern institutional hospitals. Tubercular patients are kept here, as the state hospital will not accept them.

**2. Medical Staff**—A local doctor is retained on a part-time basis; other doctors are available when needed. A local dentist visits the prison three times a week.

**3. Psychological Work**—There is none.

**4. Commissary**—The kitchen, bakery, and storerooms are on the ground floor of a building connecting with the cell houses. The equipment is fair, but the walls and floor are of such construction that cleanliness is difficult.

The mess hall is on the floor above. Food is sent up on dumbwaiters. The tables have benches on both sides. Tableware is of aluminum. The room is fairly well lighted and ventilated, but the commissary department as a whole does not compare favorably with those of modern penal institutions.

The diet is varied by produce from the gardens and dairy. Milk is served to a few men; oleomargarine is used in place of butter.

**5. Baths**—There are 16 showers in the bath house.

One bath a week is required. The kitchen force, etc., are permitted two or three baths a week in summer.

**6. Recreation**—There is a baseball diamond in the yard but the field is too small. Games are played with outside teams. The baseball team practices daily. Other prisoners are allowed in the yard three days a week from 6:30 to 8:00 and on Sundays from 1:30 to 5:00; and on holidays all afternoon. Recreation is outdoors in winter as well as in summer.

**7. Entertainments**—Moving pictures are shown twice a week in winter. There are lectures and entertainments from outside about twice a month.

## VI

### INDUSTRIES

**1. Workshop**—The twine plant, the only industrial shop, was erected in 1900. It is adequate in size and fairly well lighted and ventilated. There is a well equipped machine shop in connection with the twine plant and a wood-working shop for prison maintenance.

**2. Character**—There is only one industry, the making of twine; the twine is sold in the open market under the state-account system.

**3. Employment**—The prisoners are employed as follows:

Twine plant.....	115 (including a small night shift)
Farms and Gardens..	20
Maintenance.....	98
Idle.....	20

**4. Vocational Training**—The twine plant provides but little vocational training. The machine shop gives considerable, but only to a very few men.

**5. Compensation**—All prisoners working receive 25 cents a day. They are permitted to spend only five per cent. of

this until they have saved \$50.00. After that they can spend most of their earnings for tobacco, groceries, etc.

## VII

### EDUCATION

1. **Library**—The library is located behind a grill at the end of the cell block. There are about 6000 volumes; these are rebound at the prison when worn. The library is maintained by visitors' fees and a few magazines are also subscribed to from the funds so obtained.

2. **School**—Part of the mess hall is used as a school room. School work covering eight grades, compulsory for illiterates, is supervised by the steward, who was formerly a school teacher. There are four or five inmate teachers. School is held three evenings a week, from 7:00 to 9:00.

3. **Other Courses**—A few men are studying correspondence courses.

## VIII

### RELIGION

1. **Chapel**—The chapel, or auditorium, is situated above the mess hall and has a seating capacity of 300. It is used for moving pictures and other entertainments, as well as for religious services.

2. **Chaplain**—There is no regularly employed chaplain. Various local ministers, Catholic and Protestant, conduct services in rotation.

3. **Services**—Services are held every Sunday morning.

4. **Other Agencies**—The Salvation Army makes occasional visits to the prison and conducts services.

## IX

## TRAINING IN CITIZENSHIP

There is no training in the responsibilities of citizenship by community organization of inmates.

## X

## PAROLE

Paroles are granted by the Pardon Board, consisting of the Governor, the Attorney General, the Chief Justice of the Supreme Court and two members appointed by the Governor. They meet twice a year. The warden is the parole officer. In the biennial period 1923-4, 35 men were paroled. Two men were returned as violators.

## XI

## COST

Gross cost (estimated) . . . . .	\$153,000.00
<sup>1</sup> Earnings (estimated) . . . . .	114,500.00
Net cost (estimated) . . . . .	<u>\$38,500.00</u>

## COMMENT

1. As in many other states, the prison plant at North Dakota is not up to modern standards of prison planning and construction. The buildings are not part of one consistent plan, but represent various periods of expansion. Some of them are so constructed and arranged that it is very difficult to maintain proper sanitary standards. Into

<sup>1</sup>\$82,000 is profit from twine industry.

this category fall parts of the commissary department, the hospital, which is bleak, poorly equipped and difficult to keep clean, the old and unsanitary cell block, which is in marked contrast to the new one, and various small buildings which are scattered about the plant. One very important agency, the school, has only make-shift quarters in the mess hall.

The mess hall is clean, but should be made less bleak by painting.

2. The space inside the yard is rather cramped for baseball, but games are played with outside teams and excite much interest among the inmates. The schedule gives four periods of recreation in the yard every week. A greater variety of sports would, however, increase the benefit to the mental and physical health of the men. The bareness of the section of the prison yard and grounds not used for recreation might well be relieved by more shrubbery and grass.

3. The discipline in general seems to be sympathetic and humane. In contrast to the general policy is the use of absolutely dark punishment cells. These cells, however, have plumbing and a mattress and blanket. A pack of blood hounds is kept and trained regularly to trail escapes. This latter feature is seen in only a few American prisons today.

4. The use of the evening hours for school is in accord with sound prison policy.

5. Some arrangement should be made for the women prisoners in an institution for women. Their confinement in a men's prison is not in accord with good prison practice.

6. Comparatively small use is made here of the parole system, which is in operation all over the country.

7. Some provision should be made for psychiatric work, which has unquestioned value in work assignment, discipline and discharge or parole.

8. The twine industry has proved to be of some benefit



to the prisoners and greatly reduces the cost of the prison to the state. The compensation feature is good, although the amount paid is small. The rule that permits a man to spend all his earnings only after he has saved \$50 for use when discharged, is a sensible one, too seldom in force in other prisons.

9. The schedule of work for the guards is an unusually confining one.

10. In a small prison where, as here, the morale appears to be in the main good, there is the more reason to believe that an organization of the prisoners to train them for citizenship by giving them some community responsibility for their affairs, would prove successful, as it has in larger prisons with more difficult problems.

## COLUMBUS, OHIO

Visited October 8, 1925.

The state prison was established in Ohio in 1815. In 1830 it was located on the present site, a few blocks from the main street of Columbus. The disadvantages of a prison in the heart of a great city are less here than in most prisons which have a similar location, as the walls here enclose some 23 acres.

### I

#### GROUND AND PLANT

The administration building, with a cell house on either side, extends across the front of the prison. A third extends along part of one side of the prison. An extension of another is now used as a chapel and auditorium. Offices, hospital, mess hall and band room are built around a yard which is planted with trees. The recreation yard is behind the mess hall on one side of the yard; the opposite side is filled with shops. The buildings at the front of the prison are built of stone, but brick was used in constructing most of those within the walls.

**1. Housing**—One of the cell houses, comparatively modern, contains 260 cells on five tiers. These cells measure  $5\frac{1}{2} \times 7\frac{3}{4}$  and are  $7\frac{1}{2}$  feet high. The total capacity of the dormitories is 860. One old cell house has been turned into

a two-floor dormitory; the other has on five tiers 580 cells  $7\frac{3}{4}$  x 5 and 8 feet high. As these cells have no plumbing the old bucket system is used.

The new cell block has a good grade of plumbing and a forced ventilating system. In the latter a high standard of sanitation can easily be maintained but in the dormitory and old cell house such a standard is difficult if not impossible to maintain.

In front of the prison and at one side of the main entrance stands the wall enclosing the building formerly used as a women's prison. This building is now used for housing the trustees.

**2. Farm**—There is no farm.

## II

### ADMINISTRATION

**1. Control**—The prison is in the Department of Public Welfare of which J. E. Harper is the director. The director is appointed by the Governor for a two-year term at a salary of \$6,500 per annum.

**2. Warden**—The warden is appointed under the Civil Service Law. P. E. Thomas the present warden has been in the service of the State twenty-one years and became warden of the prison in May, 1913.

**3. Deputy**—The deputy warden is J. C. Woodward who was appointed in 1913. He was for four years the prison store-keeper.

**4. Guards**—There are 92 guards at the prison, 15 at the brick plants and 8 at the stone quarry. They are appointed from civil service lists.

**5. Other Employees**—The doctor, chaplain, chief clerk and a matron are on the prison pay roll. The shop foreman and superintendent of manufacturing and sales are paid by the Department of Public Welfare.

## 6. Salaries and Pensions—

Warden.....	\$3,600 quarters and maintenance
Deputy Warden.....	2,100 and quarters
Guards.....	1,200 to \$1,440
Doctor.....	2,200 and quarters
Chaplain.....	1,800
Chief clerk.....	3,000
Matron.....	460

There is no provision for pensions.

## III

## PRISONERS

1. **Population**—There were on October 7, 1925, 2554 prisoners.

A report for the year ending December 31, 1925, gives an analysis of 2649 prisoners as follows:

**Ages:**

Under 20 years...	64	40 to 49 years...	376
21 to 29 " ...	1125	50 and over.....	179
30 to 39 " ...	905		

**Nativity:**

Foreign-born...	442	Native-born...	2207
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**Race:**

White...	1817	Negro...	824	Other races...	8
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**Education:**

Illiterate.....	393	High school.....	374
Common school..	1836	College.....	46

**Sentences:**

Indeterminate...	2649	Up to 5 years.....	1252
		Between 5 and 10 years..	334
		" 10 " 20 " ..	468
		Over 20 years.....	595

Electrocution is the form of capital punishment used in Ohio.

**2. Classification**—Trouble-makers are put into one company and mental cases in another. Segregation is carried out in the industries, both prison and manufacturing, in quarry, brick plants and the new prison.

**3. Insane**—Men adjudged insane are transferred to the state hospital but a considerable number of border-line cases are held at the prison.

#### IV

##### DISCIPLINE

**1. Rules and Regulations**—There is no printed list of rules. A printed sheet of advice is given each prisoner. As a whole the discipline is more rigorous than in most prisons today. The warden holds court every morning to pass on disciplinary cases.

**2. Punishments**—For lesser offenses the punishment is loss of privileges, such as shows, yard recreation or use of tobacco. For the more serious charges men are confined in punishment cells in a building near the deputy's office. The cells are small and have no plumbing but are not dark. The beds are narrow steel shelves. Inside the usual barred door is another semi-circular door. The prisoner stands facing one door and the other is closed in behind him so that he has to stand in the semi-circular steel cage for eight or more hours daily. This cage, it was stated, is not used on all men confined in these cells. The diet here is bread and water. Men are confined for a few days or for periods of several weeks.

#### V

##### HEALTH

**1. Hospital**—The hospital has several wards, operating room and laboratories. It is adequate in size and on the

whole well arranged but has no diet kitchen. The meals are carried over from the regular kitchen, some distance across the yard. The bath and toilet facilities are not adequate. In finish and upkeep it is not up to the standard of the better prison hospitals.

**2. Medical Staff**—A resident doctor gives full-time service to the prison and a dentist gives part time.

**3. Psychological Work**

(1) *Mental Tests*—An "intelligence test" prepared by the State University is being used by the Educational Department. This test has not been used long enough to determine the degree of its usefulness.

(2) *Psychiatric Work*—There is no psychiatric work.

**4. Commissary**—There are two mess halls, one on either side of the kitchen. These buildings are of recent construction, are well lighted and appeared clean and well kept though not entirely free from odor.

The men are seated all facing one way. Table dishes are of aluminum.

The kitchen and bakery appeared as a whole to be well arranged and adequately equipped.

The absence of prison farms adds to the problem of providing varied and healthful diet.

**5. Baths**—The bath house has 36 showers and 12 unenameled iron tubs. One bath a week is required of the general population. In the summer the power house, kitchen and mess hall workers bathe more frequently.

**6. Recreation**—During the summer of 1925 recreation was scheduled for Saturday afternoon and on some holidays all day. Baseball is the chief sport.

**7. Entertainment**—Moving pictures are shown occasionally. The inmates stage a show once a year to which the public is admitted.



## VI

## INDUSTRIES

**1. Workshops**—There are a number of workshops built at different periods and varying greatly not only in age and type of construction but in working conditions as well. Some are large enough for their purpose and are well lighted and ventilated. Many of them are very much overcrowded and both the lighting and the ventilation are seriously defective.

Over one of the shops is a long room furnished with benches. The men not assigned to regular work are congregated here during working hours.

**2. Character**—The industries are on the state-use basis.

**3. Employment**—On September 9, 1925, the men were employed as follows:

Brick school.....	10	Tag shop.....	145
Central warehouse.....	11	Tailor shop.....	60
Cotton mill.....	92	Tin shop.....	20
Knitting mill.....	95	Woolen mill.....	230
Machine shop.....	46	Brick plant (Jct. City)....	201
Planing mill.....	61	Brick plant (Roseville)....	25
Printing and envelopes....	36	Stone quarry.....	103
Shirt shop.....	101	Maintenance, including 15	
Shoe shop.....	17	school teachers.....	624
Soap factory.....	24	Used in state institution...	49
State Identification Bureau	15	Unassigned (sick, idle or	
Storeroom.....	10	under punishment).....	523

**4. Vocational Training**—Despite the considerable variety in the industries there is but little vocational training.

**5. Compensation**—Men working in the industries are paid at the rates of 1, 2, and 5 cents per hour. Of the sum earned by each man 90 per cent. is paid to his dependents.

## VII

## EDUCATION

1. **Library**—The library contains nearly 20,000 volumes; about 75 per cent. of these are for use in connection with the school.

2. **School**—In addition to the usual grade school work there has been an unusually large development of correspondence school courses. Over 300 men took these courses last year. During this same period nearly 700 men were in the prison school in different courses.

## VIII

## RELIGION

1. **Chapel**—The chapel which is used for entertainments as well as for religious services has a seating capacity for about one half of the population. Both lighting and ventilation appeared to be seriously defective.

2. **Chaplain**—There is a full-time Protestant chaplain and part-time Catholic and Jewish chaplains.

3. **Services**—Catholic, Protestant and Jewish services are held each Sunday. Attendance is compulsory.

4. **Other Agencies**—A Christian Science service is held every Sunday afternoon and the Volunteers of America conduct services occasionally.

## IX

## TRAINING IN CITIZENSHIP

There is no system of inmate community organization to train men for the responsibilities of citizenship.

## X

## PAROLE

The number paroled during the year ending June 30, 1925, was 679; 50 were declared violators and 15 were returned to prison.

## XI

## COST

Gross cost for fiscal period ending June 30, 1925....	\$544,576.90
Earnings from industries and brick plant.....	169,133.26 <sup>1</sup>
Net cost.....	<u>\$375,443.60</u>

## COMMENT

1. Ohio ranks fourth in population and wealth as it is exceeded in these respects only by New York, Pennsylvania and Illinois. The penitentiary at Columbus is the only state prison of Ohio. There is also a farm prison at London operated by the State.

<sup>1</sup> The profit on the manufacturing and sales departments for the fiscal year ending June 30, 1925, was as follows:

Ohio State Reformatory.....	\$89,188.41
Ohio Penitentiary.....	112,775.51
Ohio State Brick Plant.....	56,357.75
Total profit.....	<u>258,321.67</u>
Less administration office expense.....	6,035.79
Net profit.....	<u>\$252,285.88</u>

The Manufacturing and Sales Rotary Fund is carried entirely separate and has no bearing on the maintenance fund. The manufacturing fund is self-sustaining and all profit is deposited to the credit of this fund and cannot be used for maintenance purposes. The appropriation for maintenance is made by an act of the legislature.

2. The prison plant, like most old prisons, is a combination of some buildings that are modern with many that have long outlived their usefulness.

The modernized cell house, the commissary department, the hospital (with important exceptions) and a few of the shops are the best parts of the prison plant. The other cell houses, the dormitories in the remodeled cell block, most of the shops, and the bath house, in both construction and upkeep fall far below the better prison standards of today.

The Indiana prison buildings are about as old but in matters of sanitation and general upkeep are far in advance of the Ohio prison. The remodeled cell house in Ohio shows how effectively modern cells can be placed in old cell houses, but in turning a second old cell house into a dormitory the results have not been nearly so satisfactory. Compared with the Indiana prison, where two old cell houses have been turned into dormitories the one in the Ohio prison is dark, dreary, meanly furnished and ill-kept. Such a condition is all the more surprising when it is remembered that the authorities of the Ohio prison refer with great pride to theirs as the greatest development of the dormitory system in any prison. Yet in an adjoining state is a prison with a dormitory capacity larger than that of Ohio and much in advance of Ohio's dormitories in upkeep, equipment and healthful living conditions.

The Ohio prison has not kept up in capacity with the growth of the state nor with the progress in many other states in the general upkeep of the prison plant.

3. For an institution built in the heart of a great city the prison is fortunate in having so much yard space. The shaded lawns between the cell house and mess hall are well planted and cared for. The recreation field back of the mess hall is a large one. The hours of recreation here are more restricted than in most prisons of the country. The contribution to mental and physical health of an adequate program

of recreation is generally recognized today. In a prison where overcrowding and idleness are so general a full development of the recreation program is especially needed.

An interesting development in educational work is found here. While the publicity in regard to it has rather overstated the case it has been given careful thought and supervision and has been of real value to many men.

4. Few prisons today are supplied with bathing facilities so crude and dressing space so inadequate. The showers are fair but a battery of unenameled cast iron tubs looks like a historic relic even in an old prison.

5. The salary of the warden is considerably less than in most prisons. The warden's wife is paid a salary as matron though there are no duties whatsoever connected with her office.

6. A few of the workshops are new and well equipped and afford good working conditions. Other shops are housed in old buildings and are crowded with machinery and men to the point where efficiency is impossible.

7. In addition to overmanned details, with several men assigned where one is needed, 237 are idle, and 191 charged off to the school and not assigned to any work. The number in the idle company varies during the year from 200 to 800 men. This company is marched in the morning to a long bare room over one of the shops where benches are provided for them to sit on. Here a number of guards sit on railed platforms watching the hundreds of men sit and do nothing all day long and day after day, except when called out for special jobs. In all the prisons visited there was no more tragic sight. The law of the State sentences these men to hard labor. The prison of the State gives them enforced idleness. The urgent need of a larger development of industries is painfully evident.

8. The system of discipline as a whole contains a degree of repression that is not found in most prisons.

The iron cage in the small steel punishment cell constitutes with one exception the most severe regular method of punishment found in the prisons covered in this book. The officials stated that the semi-circular door which, with the regular door of the punishment cells, forms the cage, is there as a defence for the officers when men go insane under punishment. Just how or why two doors are better than one as a defensive barrier is quite aside from the real question. Why are men so near the border-line of insanity subjected to such punishment? Or is confinement in such a cage for a considerable period likely to drive men into insanity?

Other states long ago gave up the use of such medieval methods of punishment. There is no reason for believing Ohio has a group of men harder to handle than these other states. Officials of other prisons discontinued the use of such punishments because they were proved to be worse than useless; they aggravated the problem of discipline and intensified it but never solved it—a result that is inevitable here as it has been elsewhere.

Two other methods of enforcing discipline may be significant of the spirit in which the discipline is administered.

A number of years ago an occupant of a certain cell committed suicide and since then it has been believed by a number of superstitious inmates to be haunted. Threats to assign to this cell some superstitious offender of the prison rules is said to result in immediate and abject compliance. Some years ago the paddle, a formidable combination of wood and heavy leather, was used as a means of punishment. Although it is stated that it is never used on the body of a man today it is dangled before the eyes of some of the least intelligent men with the implied threat of its use. However effective these punishments may seem to be when used, the final effect must be demoralizing. Such methods which fall on only a few are significant as an indication of the spirit in



which the discipline that falls on the whole population is administered.

9. Not infrequently in American penal history it has been noted that coupled with a rigorous treatment and monotonous regimen inside the prison was a trusty system outside that went to the other extreme. The prison as a whole is often estimated by the treatment of the few outside rather than the many inside the prison walls. The Ohio prison today is an illustration of this. A trusty group is a perfectly proper arrangement. It is not the use of the trusty system but the abuse of it that is socially vicious in its results. The trusty jobs outside are as desirable as life inside is hateful so there is unfortunately greater reason for securing the trusty jobs than in many prisons. The inevitable result is that some of the clever inmates tend to become still more clever hypocrites in order to become trusties. Again a primary condition of going outside is an unbroken silence about conditions inside. Once a trusty, the break between the dormitory life of the trusties and the life inside the walls is so absolute that the trusty soon knows but little more of actual events inside the prison than he would know if he were not a prisoner at all.

Whether true or not (and often it is not) the men inside believe trustyship is secured by "ratting" or some such method and though this is often based on suspicion, a great gulf of envy and hatred is fixed between the men inside and the trusties outside, in addition to the wall put between the groups by prison officials. The results in the prison are serious but the most far-reaching result is to be found in the inaccurate, distorted, essentially false idea of the prison as a whole that the public gains from the treatment of the trusties. It is supposed to reflect the spirit of the prison, when in reality it camouflages it.

10. The morale appeared to be about what the condition commented on above would naturally produce. The

regimentation of life even up to the point of compulsory attendance at religious services may seem to make good prisoners. It can only fail in making useful citizens.

II. The Ohio prison compared with better prison standards of today as regards the prison plant and its upkeep, industries, ideas and methods of discipline, as well as morale, cannot possibly be rated higher than the lowest group. What are the reasons for the retarded development of the prison in a state that ranks fourth in population and wealth and very high in many important respects? Do the people of the state want the kind of a prison they have or do they think the prison is different from what it really is? Who is responsible for this condition of affairs both within and without the prison?

March 1st, 1926.

Mr. P. W. Garrett,  
Executive Secretary,  
The National Society of Penal Information,  
New York, N. Y.

Sir:

I have before me as to your opinion of the way the Ohio Penitentiary is operated; also your letter requesting a statement from me to be printed with it.

I will make a statement but do not think you have any intentions of printing it even though you promise to do so. But if you do not I will be able to send a copy to the New York papers. Probably they know your organization as well as I do and will not pay any attention to either your report or my reply.

Your report is just what I expected, as I told you when you were here. You admit we have good discipline but you fail to state that in obtaining it, that not a prisoner was clubbed for over two years past. You also failed to state that less than 6% of the commitments from the courts last year to the Ohio Penitentiary, had ever been in this prison before, and you were informed of both. You failed to say anything

regarding the prison that would reflect favorably for the reason that it would not suit your purpose, but I have never allowed a self appointed bunch of character or reputation assassins get under my skin.

The good people of Ohio know what is going on here and they do not feel that they need reforms inaugurated by a New York bunch of so called uplifters. They are aware of the failure of the much vaunted, so called Mutual Welfare League and will not have any of it here. Your antagonism to me is on account of my encounters with Thos. Mott Osborn and his pet league stuff.

I have been employed in prison work in Ohio for over 21 years and as I said before, the people know our work. I explained the work here to you but when doing so, I knew it was as "Casting pearls before swine" and told you so at the time.

Your attack is quite extensive and intensive but I think you should have at least made a statement that no charge of immoral acts had been charged against any official connected with the Ohio Penitentiary.

Yours for publication,

(Signed) P. E. THOMAS,  
Warden.

The preceding letter was received by the Society in response to its Comment.

There is much that could be said in answer to the above letter; but it speaks for itself.

## SALEM, OREGON

Visited July 9, 1925.

The state prison of Oregon is located at Salem. It was originally established at Portland, in 1854, and remained there until 1866, when it was moved to its present site. When erected, the prison was about a mile outside of Salem, but the city has now grown out to the prison grounds.

### I

#### GROUND AND PLANT

From the city street the road to the prison is lined with trees, with a lawn and flower garden on one side. The grounds in front of the prison, attractively planted and well kept, are surrounded by a high fence.

The administration building in the center is connected by a corridor to a large central room, once used as a chapel. From this room access is had to cell blocks on either side and to the mess hall in the rear. The chapel or auditorium is reached through one of the cell blocks.

In the yard, covering about five acres, are the work shop, power plant, laundry, and a rough shack erected recently to house idle men so that they need not be locked in their cells all day.

**1. Housing**—There are two cell houses containing 337 cells. In the south house the cells are in three tiers, and in

the north, in four. The cells are about 7 x 5½, and 8 feet high. Most of the cells have two beds, one above the other, and a lavatory, but no toilet. The men are allowed considerable latitude in fixing up their cells.

Despite the obvious effort that is made to keep the cell houses livable, they are not in any essential respect up to modern standards.

**2. Farm**—There are 443 acres of owned or leased farm, garden and dairy land.

## II

### ADMINISTRATION

**1. Control**—There is a State Board of Control for state institutions, except the prison, which is under the control of the Governor, who appoints and dismisses the warden. The purchasing department of the State Board, however, does the purchasing of prison supplies.

**2. Warden**<sup>1</sup>—The warden is A. M. Dalrymple, appointed in October, 1923. He was employed in various capacities at the prison from 1903 to 1911 and for a year or two prior to his appointment as warden. In addition to several years of newspaper work, he was for four years in the United States Bureau of Internal Revenue.

**3. Deputy**—The deputy warden is J. W. Lillie, who prior to his appointment in June, 1923, was a county sheriff.

**4. Guards**—There are 24 guards, appointed by the warden; they work eight hours a day.

There is no civil service law.

**5. Other Employees**—There are, according to the published report of September 30, 1924, 26 other employees,

<sup>1</sup> Since the prison was visited, J. W. Lillie has been appointed warden and W. E. Golden, deputy. The latter served for three years in the capacity of yard captain and turnkey. He is a retired army officer with 23 years' military experience.

including chaplains, doctor, dentist, matrons, engineers, clerks, farm superintendent and parole officer.

### 6. Salaries and Pensions—

Warden.....	\$3,000 quarters and maintenance
Deputy.....	1,600 quarters and maintenance
Guards.....	1,080 to 1,320
Doctor (part time)...	1,380
Dentist (part time)...	300
Chaplains (part time) .	300
Engineer.....	1,800
Farm Supt.....	1,320 to 1,500
Parole Officer.....	1,500

There is no pension system.

## III

### PRISONERS

1. **Population**—There were on July 9, 1925, 498 prisoners.

The report for the biennial period ending September 30, 1924, shows 437 prisoners received during that period. An analysis of this group is contained in the following tables:

#### Ages at time of commitment:

Under 20 years...	48	30 to 39 years...	93
20 to 24 " ...	115	40 to 49 " ...	66
25 to 29 " ...	67	50 and over.....	48

#### Nativity:

Native-born...	380	Foreign-born...	57
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The 57 foreign-born were contributed by the following countries:

Mexico.....	12	Germany.....	5
Canada.....	7	Italy.....	5
Russia.....	6	11 other foreign countries..	17
England.....	5		



**Race:**

White...	404	Negro...	12	Other races...	21
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**Education:**

Illiterate.....	24	High school.....	125
Common school..	269	College, etc.....	19

**Sentences:**

Indeterminate...	224		
Determinate....	213	Less than 5 years.....	137
		Between 5 and 10 years..	44
		" 12 " 20 " ..	19
		25 years.....	2
		Life.....	11

The method of execution in Oregon is hanging. Three were executed during the biennial period ending September 30, 1924.

**2. Classification**—There is no system of classification.

**3. Insane**—The insane are transferred to the state hospital.

**4. Women**—The 8 women prisoners are housed in a separate ward.

## IV

## DISCIPLINE

**1. Rules and Regulations**—Copies of the rules, which are simple and sensible in form, are furnished the prisoners. There is no silent system, and men work under conditions similar to those in outside shops.

Prisoners may write one letter a week. One visit a month is the rule, but this rule is flexible. The visitor and prisoner sit on opposite sides of a narrow table with a screen below, but none above. A guard is nearby. There is no gun guard in the mess hall; it was stated that there has not been for ten years.

**2. Punishments**—The usual punishments are loss of

privileges, loss of good time, or solitary confinement in the "bullpen." This is a bare walled enclosure about a hundred feet square with several cells on one side. These have grated doors. They are hot in summer and cold in winter. Prisoners confined here are fed once a day—receiving a regular meal. They are exercised two hours a day in the enclosure.

If a trusty escapes and is caught, he loses all his "good time" and is confined in the bullpen for 30 to 90 days.

## V

### HEALTH

1. **Hospital**—The hospital is badly located over the mess hall. It has three large wards, two smaller ones and an operating room, but little equipment. It is hard to keep clean, and is a dangerous fire-trap. In no respect does it compare favorably with modern prison hospitals.

2. **Medical Staff**—A local doctor is employed on a part-time basis. He visits the prison twice a week, and on call. A dentist is available on call.

3. **Psychological Work**—There is none.

4. **Commissary**—The mess hall has a high ceiling and long windows, and is consequently well lighted. The tables are broad, with tops constructed of narrow wooden strips, and have benches on either side. The tableware is of various kinds—aluminum, agate ware, and heavy white ware. Potted plants suspended from the ceiling improve the appearance of the mess hall.

With the notable exception of a dough mixer the kitchen is well equipped and is clean and well lighted. The cleaning and preparation of vegetables is done on the floor below. Shower baths for the men working in the commissary department are located on the second floor.

The diet is considerably varied by produce from the

gardens, poultry farms and dairy. Butter is served once a day, milk and eggs occasionally.

**5. Baths**—There are 22 showers in the bath house, one in the flax mill, and one near the kitchen. One bath a week is required; daily baths are permitted flax mill, kitchen men, etc.

**6. Recreation**—There is ample space in the yard for recreation, and there is a good baseball diamond. Games are played Saturday and Sunday with outside teams; there is no intramural competition. A large number of men who are not regularly employed are in the yard daily, except for the noon meal hour, from 7:15 A.M. until 5:45 P.M. The other men are in the yard daily when not at work. A frame building, with tables for games and reading facilities, has been erected in the yard.

**7. Entertainments**—Moving pictures are shown once a week in winter. There is a radio outfit in the guard room. About two outside shows come to the prison each year, and once a year the inmates stage a show to which the public is admitted. It continues for one week when the legislature is in session. The proceeds go to the Amusement Fund.

## VI

### INDUSTRIES

**1. Workshop**—There is but one workshop, a new one-story building. This houses the flax industry and a machine and wood-work shop for prison maintenance. Under the south cell house there is a small shoe shop where shoes for inmates are made and repaired. This shop is poorly lighted and ventilated, and is unsuitable in every way.

**2. Character**—The foundry, which was operated under the contract system, was closed in 1912, and since then the only industry has been the flax plant, operated under the

state-account system, where flax straw is worked into fiber for spinning. Small shoe and tailor shops supply the needs of the institution. It is proposed to expand the shoe shop to supply other state institutions.

**3. Employment**—There is not nearly enough work for all the prisoners, and a large number are semi-idle. When the prison was visited July 9, 1925, the total population, 490 male prisoners, was occupied as follows:

Tailor shop.....	15	Flax industry.....	84
Shoe shop.....	16	Farm.....	38
Print shop.....	4	Camps.....	21
Hospital patients.....	9	Maintenance.....	181
Correctional and con- demned cells.....	2	"Yard force" (idle com- pany).....	120

**4. Vocational Training**—The flax industry provides little vocational training.

**5. Compensation**—Prisoners employed in the flax plant receive from 35 cents to \$2.00 a day, though few earn more than 75 cents. There is no compensation for the other prisoners.

## VII

### EDUCATION

**1. Library**—The library contains about 4000 volumes, and is in good condition.

**2. School**—There is no school.

**3. Other Courses**—A few men are taking correspondence courses.

## VIII

### RELIGION

**1. Chapel**—The chapel is connected with the north end of the north cell block. It has seats for 675 men, and is

well lighted and ventilated. It is used for moving pictures and entertainments, as well as for religious services.

**2. Chaplain**—There are two part-time chaplains, one Protestant and one Catholic.

**3. Services**—Protestant and Catholic services are held on alternate Sundays.

**4. Other Agencies**—The Salvation Army makes occasional visits to the prison.

## IX

### TRAINING IN CITIZENSHIP

There is no training for the responsibilities of citizenship by inmate community organization.

## X

### PAROLE

The Governor appoints a parole board of three members. They visit the prison once a month and recommend pardons or paroles to the Governor. The law does not permit the paroling of prisoners convicted of more serious offenses. Others may be paroled after serving half their sentences; prisoners under twenty may be paroled even sooner unless convicted of the more serious offenses.

The Governor also appoints a parole officer. During the biennial period 1923 and 1924, 183 prisoners were paroled.

## XI

### COST

The gross cost to the State for maintenance, for the biennial period ending Sept. 30, 1924, was \$333,953.83.

## COMMENT

1. The fact that there have been eleven wardens at Oregon prison in the past nine years may account for its failure to follow any consistent policy in the development of the plant, industrial organization, and those phases of a prison which make its work socially valuable. Whether the change in wardens is due to politics, or to some other cause, the result is the same.

2. The cell blocks fall below accepted standards. They are so over-crowded that it is necessary to put two men in some cells, a practise very undesirable. The top tier of one cell block is so badly ventilated that the use of the cells there has been discontinued. The officials are now faced with the possibility of being forced to use them again because of the increase in population.

Some states have met a similar situation by replacing the old cell blocks with new ones built in the old cell houses.

In fairness to the present administration it should be said that an unusual amount of attention is paid to making the cell blocks, and in fact the whole plant, as livable and cheerful as possible. Bright paint has been used, and the flowers, particularly in the mess hall, do much to offset the conditions described above.

3. The most obvious thing about the prison hospital is the grave danger from fire, due both to its location and construction. If these conditions cannot be remedied in the present building, an adequate hospital should be erected elsewhere in the prison yard. This matter has long since been called to the attention of the legislature.

Aside from the fire hazard, the hospital fails to measure up to the standard of the better prison hospitals in arrangement and equipment. Most prisons of this size have found it desirable to have a physician on full time. A doctor on this basis could secure the cooperation of the staff of the



nearby State Hospital in developing adequate psychiatric work.

The State allowance for dental services should be increased so that the prison can have a dentist on at least a half-time basis.

4. The flax industry at this prison is not sufficient to keep more than a small proportion of the men busy. The maintenance details are over-manned and the majority of the prisoners are idle or semi-idle a large part of the time. Other industries should be established, both for the profit of the State and the welfare of the prisoners. The need of adequate industries is so obvious that everyone can see it, and so urgent that it is hard to understand the lack of legislative action. If the development of the shoe industry, to make shoes for all State institutions, is to be successful, new quarters will be required, as the present shop is unsuitable in every way.

5. No educational program has been developed here. In a place where there is so much idleness, there is all the more need and opportunity for such a program.

6. With the exception of the use of a bullpen, which is certainly open to criticism, the system of discipline under the present warden appears to be neither repressive nor severe. The morale of the prisoners, even under the unfavorable conditions described, appears to be good. Much could be done with a system of inmate community organization to train the prisoners in the responsibilities of citizenship by handling many phases of the prison community life.

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An attempted escape, reported since the date of the visit, in which both inmates and guards were killed, is but another demonstration of the wisdom of keeping all guns quite outside of the prison proper, a practise followed by most

prisons today. Had this practise been followed here, this tragic incident would not have been a part of the history of the prison. This led to a change in wardens and, according to the newspapers, a tightening of discipline resulting in a further riot.

The results of changing wardens so frequently (eleven wardens in nine years) with the inevitable absence of any continuity and intelligent development of a prison policy, are as apparent here as in any state.

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A letter received from the new warden advises that considerable change has been or is in process of being made in the prison.

The silent system has been restored and a gun guard placed in the cage in the dining room.

A tower in which the arsenal is kept has been erected at the front entrance to the institution. The walls have been reinforced with a barbed wire entanglement; steps leading to towers One and Seven in the front yard have been removed and entrance to the towers is now made through a trap door from the outside.

A rock foundry is being installed in which incorrigibles will be employed. A classification system is being inaugurated. When first received a prisoner will be assigned to second class. Upon his showing a willingness to conduct himself properly, he will be promoted to first class, which will give him all privileges granted to inside men. Troublesome prisoners will be placed in third class which carries with it working on the rock pile in stripes and loss of all privileges.

## PENNSYLVANIA

EASTERN STATE PENITENTIARY, PHILADELPHIA  
WESTERN STATE PENITENTIARY, PITTSBURGH  
ROCKVIEW BRANCH, BELLEFONTE

### GENERAL

1. A recognition of the need of greater unity and centralization in the management of state institutions is shown by a law enacted in 1915, which made a prison labor commission responsible for the employment of the inmates of the penitentiaries and reformatory. The powers of this commission were transferred in 1921 to the Department of Public Welfare.

2. The following is reprinted from the first Handbook:

"It is to be hoped that the laws defining the functions and powers of this central authority, now known as the Department of Welfare, represent only a temporary phase in its development. For, apart from its inquisitorial powers and its control of the prison industries which it may establish or take over, including the fixing and payment of wages for work on such industries, the department has little real power over the institutions. These are important exceptions, it is true, and leave open a field of great usefulness; but they leave untouched the most important elements of prison administration. Thus while the department may approve or disapprove of such by-laws, rules and regulations for the management of an institution as the board of trustees may deem wise, it has no power to alter or abolish rules already

in effect or to compel their observance. It may approve or disapprove of all plans for the erection or substantial alteration of any institution, but it is helpless in the face of existing conditions which the trustees refuse to change. It may prescribe standards and methods of administration for the betterment of the inmates and may direct the officials to correct objectionable conditions in any institution, but it is powerless to put its prescriptions and directions into effect. It may supervise or direct the transfer of prisoners from one penitentiary to another, but only where the governing boards of the two institutions have agreed on the desirability of such transfer. Having no voice in the appointment of the trustees or in the selection of the warden or superintendent, the Department possesses no effective means of directing the policy of the several institutions or coordinating their aims and methods so as to produce a consistent prison system for the state."

3. Since the foregoing was written evidence of the defectiveness of the Pennsylvania organization has continued to accumulate. It has not only been productive of friction and clashes of authority but even where the State Welfare Department has complete power it has failed to provide employment for a substantial percentage of the prison population.

In several states there is a marked tendency to centralization. Pennsylvania has either gone too far in centralization or not far enough. A complete centralization of the prisons of the state should be effected or else there should be a complete decentralization.

4. The Secretary of Welfare is Dr. Ellen C. Potter. The director of the Bureau of Restoration is B. L. Scott. The salary of the former is \$10,000, of the latter \$5,000.

## EASTERN STATE PENITENTIARY, PA.

Visited October 1st, 1925.

The corner-stone of Eastern Penitentiary was laid in 1823 and the building was completed in 1829. It is therefore one of the oldest prisons in the country. When erected it was just outside of the city, but many years ago the city entirely surrounded it. The outside walls enclose twelve acres and are so high that none of the buildings inside the wall may be seen. On three sides it is a high unbroken wall and the fourth side is the same except for a massive gateway, the only entrance to the prison.

The legislature has authorized the purchase of ground outside the city for a new prison, so that in a few years it is hoped the use of this site will be abandoned.

### I

#### GROUND AND PLANT

The prison was originally built to house men according to the "Philadelphia System"—solitary confinement. Each prisoner had a cell to himself, with a small connecting court for air and exercise. Here he spent his entire prison term, seeing none but the keeper and the chaplain.

This system led to the development of a curious type of building—a series of corridors with cells on either side, radiating from a common center. One guard standing at the center can see to the end of every corridor; and when

the additional wings were added an ingenious arrangement of mirrors still enabled the guard at the center to have under constant observation the entrances to all the cells. At the Eastern Penitentiary there are twelve corridors, some of them with two tiers of cells but most of them with one. A great amount of space is used up by these long buildings, spreading in all directions from the center, so that the yard area is very limited and irregular, affording no convenient space for the erection of workshops, mess hall or other buildings necessary to a modern prison, and no room for proper exercise and recreation.

The offices are inside the wall to the right, and the deputy warden's quarters to the left of the entrance.

**1. Housing**—The cells, 800 in number, open from both sides of the corridors and measure 15 x 8 and 10½ feet high. Each cell has a grated iron door and a solid wooden door. Since solitary confinement was abandoned, the cells usually have had more than one occupant. In some cases two cells have been thrown into one to accommodate several occupants.

These cells now have running water and toilets and are lighted by electricity. The small courts have in most cases been blocked up and turned to other uses. The ventilation is through a skylight in the roof, latticed steel door and ventilator in the rear of the cell.

**2. Farm**—There is no farm.

## II

### ADMINISTRATION

**1. Control**—The prison is under the direction and supervision of a board of trustees appointed by the Governor for terms of six years. The board members receive no compensation. This board is responsible for the general



policy of the institution and appoints and dismisses the warden with the approval of the Governor. The members of the board are:

Alfred W. Fleisher, Pres.  
 Dr. Herbert M. Goddard, Vice-Pres.  
 Henry N. Woolman, Sec'y. and Treas.  
 Rev. Linn Bowman  
 Samuel R. Boggs  
 Ernest T. Attwell  
 Allen M. Matthews  
 W. Curtis Bok

**2. Warden**—Colonel John C. Groome was appointed warden by the former board of trustees in June, 1923. Colonel Groome organized the Pennsylvania State Police of which he was head for fourteen years. He served as Colonel in the Army Signal Corps during the World War.

**3. Deputy**—Herbert Smith, a former Captain of the State Police, was first detailed temporarily for special duty at Eastern Penitentiary, but resigned from the police force and was appointed deputy warden in 1923.

**4. Guards**—There are 92 guards appointed by the warden. There are no civil service requirements. The guards form practically a new force, under strict military discipline, organized by the present warden. They wear a neat uniform and the four guards at the main entrance, the guard in the central tower and those in the four sentry boxes on the corners of the wall, carry revolvers and cartridge belts. None of the other guards are armed.

**5. Other Employees**—There are 38 other employees, including office men, chaplains, doctors, engineers, steward, etc.

A former matron, who had been employed when there were women at Eastern Penitentiary, now holds the position of forewoman of the tailor shop. This is the only case

within the knowledge of the Society where a woman holds such a position. As in the case of the women nurses in New Jersey and Maryland, the experiment has raised the morale and has been satisfactory to all concerned.

### 6. Salaries and Pensions—

Warden.....	\$12,000
Deputy warden.....	4,500 quarters and maintenance
Asst. deputy.....	3,500 and quarters
Doctors.....	2,400 and \$3,000 quarters and maintenance
Moral instructors....	1,200 and \$2,000 (part time) and quarters
Guards.....	1,500 and \$2,000
Clerks.....	1,800 to \$3,750

There is a State retirement pension of half pay at the age of 60.

## III

### PRISONERS

**1. Population**—There were on October 1st, 1925, 1,372 prisoners. The report for the year ending May 31, 1925, shows 478 prisoners received during that year, and gives the following information in regard to them:

#### Ages:

Under 20 years...	53	30 to 39 years...	89
20 to 24 " ...	143	40 to 49 " ...	50
25 to 29 " ...	105	50 and over.....	38

#### Nativity:

Native-born...	408	Foreign-born...	70
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The 70 foreign-born were contributed by the following countries:

Italy.....	28	Poland.....	6
Austria.....	6	Other foreign countries....	30

**Race:**

White.....	315	Negro.....	163
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**Education:**

Illiterate.....	58	High school.....	157
Common school..	261	College.....	2

**Sentences:**

Indeterminate...	438
Determinate....	40—Life sentences

All executions in Pennsylvania take place at Rockview.

2. **Classification**—There is no system of classification.

3. **Insane**—Upon recommendation of a commissioner appointed by the judge who sentenced the prisoner, and by order of the court, insane men are transferred to the state hospital.

## IV

## DISCIPLINE

1. **Rules and Regulations**—There is no printed set of rules. In marked contrast to the loose discipline and ineffective control that for many years characterized the prison, a system of strict military rule has been introduced by the present warden among the guards. The rules in regard to inmates have been reduced to a number of regulations general in their character.

Prisoners may have two visits a month and extra visits by special permission. The visiting room has a partition below and a fine meshed wire screen above, so that the prisoner is separated from his visitor.

Prisoners may write two letters a month and more by special permission. Newspapers are not allowed.

2. **Punishments**—Loss of privileges and yard recreation constitute the majority of punishments. The use of a corridor for punishment has been discontinued and a number

of punishment cells erected in a small building in the yard. These cells are not dark and can be adequately ventilated; they have lavatory, toilet and bed. Men are placed in these cells for periods of from 24 hours to ten days, ordinarily on a bread and water diet, with full ration once a day.

## V

### HEALTH

1. **Hospital**—The hospital, like all parts of the prison, is handicapped by the old prison plant both in location and arrangement. It is adequately equipped and well cared for and as satisfactory as a hospital can be under such conditions.

2. **Medical Staff**—There are two doctors on full time, one always on duty. Most of the surgical work is done by a number of visiting surgeons and specialists from the city. There is also a dentist and a druggist on part time. The resident psychiatrist assigned to the prison by the Department of Welfare is no longer there.

3. **Psychological Work**—There is none.

4. **Commissary**—Two mess rooms have been made out of old exercise courts. They are long, narrow and unsatisfactory, but this arrangement is a distinct advance beyond the old method of feeding men in their cells. The improvised mess rooms have made possible the serving of hot food on the cafeteria plan. The men are seated at both sides of the tables. The kitchen is in a separate building between the two rooms. While not up to modern institutional standards it is as well kept as such an old kitchen can be. The commissary department, in spite of the effort expended on it, cannot be brought up to modern institutional standards. The lack of a prison farm is a serious handicap to the prison diet.

5. **Baths**—Each corridor has a bathroom. Three baths a week are compulsory and men may bathe daily.

6. **Recreation**—The space available for recreation is so cut up that it is quite inadequate and poorly adapted to its purpose, but unusually good use is made of it. Baseball, football, volley ball, basketball and handball are used and boxing tournaments are held weekly, on Saturday afternoons, weather permitting.

There are daily recreation periods from 2:00 to 4:45 P.M. for all prisoners and on Saturdays and Sundays from 1:00 to 4:45. On legal holidays the men are also given both mornings and afternoons in the yard.

While the space is inadequate the time allowed for recreation is unusually liberal and there is more variety in the recreation here than is found in the majority of prisons.

7. **Entertainments**—There is no assembly room in the prison and moving pictures or entertainments are not possible. There is a band concert every evening from 7:00 to 8:30 P.M. and occasionally an outside orchestra and speakers. Corridors are used for such entertainments.

## VI

### INDUSTRIES

1. **Workshops**—The industries are handicapped by make-shift workshops, most of them housed in buildings poorly adapted for their purpose. This condition must continue as long as the old prison is occupied.

2. **Character**—The industries are under the control of the State Department of Welfare. This department has been functioning only a few years and has as yet been able to employ only a small proportion of the men available. At the time the prison was visited in December, 1923, 261 men were employed. In October, 1925, 280 men were employed.

Goods made in these industries are used in the other institutions which are under direction of the Welfare Department of the State. Owing to the lack of industries a considerable number of men are making inlaid woodwork, leather goods, ship models, etc., either for other inmates or for themselves. These goods are sold by mail or at the prison.

A number of men are also employed at industries at which they complete part of the manufacturing process; that is, they cane the backs and seats of chairs, sew together rags for the making of rag rugs, etc. These shops are run by an agreement between the manufacturer and the prisoners approved by the Board of Trustees. The State does not take any pay for this work; the proceeds are given to the inmates.

**3. Employment**—On October first, 1925, the men were employed as follows:

**Department of Welfare Industries:**

Shoemakers.....	112	Weavers.....	36
Hosiery and underwear....	62	Tailors.....	32
Printing and binding.....	38		

**Working on Manufacturing Agreement:**

Caning shop.....	54	Working for self or other inmates.....	110
Rag shop.....	18	Sick and unassigned.....	44
Overall shop.....	12	School.....	71
Cigar makers.....	8	Punishment.....	3
On maintenance.....	772		

**4. Vocational Training**—There is no system of vocational training.

**5. Compensation**—The State pays the men from 10 to 20 cents per day, depending on the work done. The Department of Welfare pays the 280 men in its industries from 40 to 70 cents a day; the average is about 50 cents.



## VII

## EDUCATION

1. **Library**—The prison library contains about 10,000 volumes. There is no State appropriation for its upkeep.

2. **School**—A day school is conducted under the supervision of one of the officers, and covers work from the first to the eighth grades. The teaching is done by an officer school teacher with inmate assistants.

3. **Other Courses**—There are none.

## VIII

## RELIGION

1. **Chapel**—There is no adequate or suitable chapel; a small room seating about 400 men is used as such for Catholic and Protestant Episcopal services. Other services are held at the joining of the two corridors.

2. **Chaplains**—There are three "moral instructors" on part time.

3. **Services**—Catholic services are held on Sunday mornings at 8.30, Episcopal services in the chapel at 9:00 A.M., and other Protestant services in the corridor at 9:00 A.M. Jewish services are held in the synagogue Saturday mornings at 8:00.

4. **Outside Agencies**—Different members of the following societies visit the prisoners at least once a week: The American Society for Visiting Catholic Prisoners, The Pennsylvania Prison Society and the Prison Aid Committee.

## IX

## TRAINING IN CITIZENSHIP

The prisoners have no share in the responsibility for the conduct of the prison community.

## X

## PAROLE

During the year ending May 31, 1924, 241 men were paroled; 46 were returned for parole violation.

## XI

## COSTS

Gross cost for maintenance for the year ending May 31, 1925, \$591,806.24.

(Of this amount \$321,102.20 was received from counties for men sentenced from the county.)

The financial statements of the industries are a part of the accounts of the Department of Welfare and do not enter in any way in the financial statements of the prison.

## COMMENT

The improvements commented on in the first Handbook are still the most notable features of the situation at this prison. The increase in administrative efficiency is everywhere apparent, though handicaps inherited by the administration in the old prison plant are scarcely less obvious. The prison appears to be kept in as good condition as possible in a plant so old and so badly constructed as this was. A small section of isolation or punishment cells has been built. The medical department, handicapped though it is by the lack of a modern hospital building, has the services of two full-time doctors and the cooperation and assistance of a number of surgeons and specialists of the city. Since the last Handbook was issued a psychiatrist from the State Welfare Department spent some months at the prison but the arrangement did not prove satisfactory and the

development of this work has been stopped except as it is carried on by one of the resident doctors. The bath schedule is much in advance of that of most prisons; requiring three baths weekly and permitting a daily bath involves desirable training in habits of personal cleanliness.

This is the only prison in the country where anything that suggests a school for officers was found. The deputy meets with the younger officers once a week to discuss with them problems of prison administration.

The industrial situation at this prison is still chaotic and comparatively little progress has been made in providing employment.

Of the total population of 1,372 at the time the prison was visited the State Welfare Department, which is responsible for the industries, was furnishing employment for 280 (an increase of only 19 in the past two years). At this rate it will be decades before adequate employment is provided. Employment for 110 additional men is supplied by the initiative of inmates who are doing inlaid woodwork, making ship models and other products for sale.

What is possibly a circumvention of the state law in regard to prison employment provides work for part of the idle men. These shops have been opened by an agreement between the manufacturers and the prisoners, with the approval of the warden and the board of trustees, for the partial manufacturing of certain products. While the state law prohibits the manufacture of products by the contract labor method, this law is met by caning or recaning chair seats and backs and the sewing together of rags but leaving one or two parts of the process incomplete so that the law is technically adhered to. Officials said that the State takes no part of the pay for this work, the entire revenue going directly to the prisoners. The reduction of idleness is so desirable that much might be said to justify this method of securing employment. It is perfectly obvious, however,

that this is only an expedient and in no way a solution of the problem. In the introductory section on Pennsylvania some general aspects of the industrial organization are discussed.

The balance of the men, except 71 assigned to school, are charged to one phase or another of prison maintenance.

All the prisoners are sentenced to prison at hard labor and then forced to live lives of semi-idleness for the years of their sentence. This surely is not calculated in any way to make men respect the law of the State or fit them for lives of regular employment after their discharge.

When the present administration took over the prison a rigorous system of discipline was introduced which was in many respects repressive. As order gradually replaced chaos the repressive restrictions were removed. Today the rules are not unreasonable or the punishments either over numerous or severe. The routine compares favorably with usual prison standards. The discipline, however, is still mass discipline based on conformity to rules, but without the repressiveness that formerly characterized it. The task of making the institution a socially constructive one remains to be done. A modern plant is needed; adequate industries and a real industrial organization is essential; a genuine educational or training program, including industrial schools, is necessary. If the system of discipline is to be a constructive force in preparing men to become useful members of society rather than making good prisoners, a fundamental requirement is organized inmate cooperation.

## WESTERN STATE PENITENTIARY PENNSYLVANIA

Visited October 6, 1925.

The Western Penitentiary is located in the "Wood's Run District" of Pittsburgh, fronting on the Ohio River. However satisfactory the location may have been when the prison was erected, the city has completely surrounded it today and it has become an undesirable site for a prison in many respects.

### I

#### GROUND AND PLANT

The prison consists of two large brick cell blocks joined by a central administration building erected in 1884. The warden's house stands in front, connected by a bridge. From the ends of the cell blocks a high brick wall encloses about eight acres.

**1. Housing**—The two cell blocks are the usual type of the period, having five tiers of cells, with service corridors between the rows for plumbing, ventilation and electric wiring. The tall windows give a reasonable amount of light and air. The cell houses are heated by a hot air system.

There are 1,160 cells, measuring 8 x 8 and about 7 feet high. The cells have running water. The iron washbowls

and seats are of primitive pattern and their condition is what might be expected after forty years of prison use. Each cell has an electric light and a barred window as well as a door.

The limestone pavement on the "flats" has become very uneven and broken and is impossible to keep clean. The walls are well whitewashed and the cells have been recently repainted; but it is difficult to give the place an appearance of cleanliness.

There are 20 additional cells in the building formerly used as the women's prison and now used for tubercular patients.

**2. Farm**—There is no farm.

## II

### ADMINISTRATION

**1. Control**—The prison is under the direction and supervision of a board of nine trustees. Members are appointed by the Governor for terms of six years and receive no compensation. This board is responsible for the general policy of the institution and the branch prison at Rockview and appoints and dismisses the warden with the approval of the Governor. The personnel of the present board is as follows:

Harry H. Willock, Pittsburgh, President  
 Edwin C. May, Pittsburgh, Vice-President  
 William E. Sankey, Carrick, Treasurer  
 James H. Gray, Pittsburgh, Secretary  
 Francis A. Keating, Pittsburgh  
 William B. Rodgers, Jr., Bellevue  
 Dr. W. T. Root, Pittsburgh  
 Harry G. Samson, Pittsburgh  
 Rev. C. R. Zahniser, Pittsburgh



**2. Warden**—Stanley P. Ashe was appointed warden in September, 1924. Mr. Ashe had been Superintendent of Schools and also had a number of years of business experience. He came to the prison as educational director and in March, 1924, was made deputy warden; he continued in this capacity until September when he was appointed warden.

**3. Deputy Warden**—C. D. Nicholson was appointed deputy warden in September, 1924. He has had army experience and for three years was captain of the guards.

**4. Guards**—There are 70 guards, appointed by the warden, working on eight-hour shifts. Of this number 45 are on regular guard duty and the balance are foremen in shops, and engineers. There is no civil service law.

**5. Other Employees**—There is a parole officer with two assistants; an auditor; a purchasing agent, five other office employees, and a foreman in charge of the shops.

**6. Salaries and Pensions**—The salaries paid are as follows:

Warden.....	\$6,000 quarters and maintenance
Deputy Warden.....	5,000
Guards.....	1,620 to \$1,860
Doctor.....	3,600 to \$3,000
Dentist.....	2,400
Chaplain.....	3,300
Educational Director.	3,600
Auditor.....	4,200
Office employees.....	1,380 to \$2,200
Steward.....	3,000

A retirement pension of half pay is given after 25 years of service, or after 20 years of service at the age of 70.

## III

## PRISONERS

**1. Population**—On October 6th, 1925, there were 1,039 men at the main prison and 709 at the Rockview Branch. The statistics of the prisoners at both places are kept at the main prison.

The report for the year ending May 31, 1924, shows that 623 prisoners were received at the Pittsburgh and Rockview prisons during that year and gives the following information in regard to them:

**Ages:**

16 to 20 years....	59	26 to 30 years...	137
21 to 2 " ...	168	31 and over.....	259

**Nativity:**

Native-born...	503	Foreign-born...	120
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The 120 foreign-born were contributed by the following countries:

Italy.....	49	Russia.....	10
Austria.....	15	Other countries.....	36
Poland.....	10		

**Race:**

White.....	433	Negro.....	190
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**Education:**

Literate...	541	Illiterate...	82
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**Sentences:**

Indeterminate...	617		
Determinate....	6—20 years.....		1
	Life.....		5

All executions in Pennsylvania take place at Rockview.

**2. Classification**—There is no system of classification of inmates except in grades.

3. **Insane**—Prisoners declared insane are transferred to the state hospital by order of the court, upon application of the Board of Trustees.

## IV

### DISCIPLINE

1. **Rules and Regulations**—This prison no longer uses the detailed and minute set of rules such as are still found in many prisons. The regulations are few in number and general in character.

2. **Punishments**—Punishments consist chiefly in loss of recreation, entertainment and mail and visiting privileges. Men may also be locked in their own cells, and for more serious offenses are sent to the screen cells for periods from a few to thirty days. In the screen cells some men are given a regular diet, others one meal a day, and some bread and water. The old isolation cells are no longer used except when men in the screen disturb the men in the cell house.

## V

### HEALTH

1. **Hospital**—The hospital has been very much improved both in equipment and upkeep: a new operating room has been built and equipped, and the whole atmosphere of the hospital improved. Tubercular cases are transferred to the tuberculosis ward at Rockview.

2. **Medical Staff**—There is a resident doctor with quarters at the hospital and a dentist who gives forenoons to the prison work. In addition to these men an advisory and cooperative staff of physicians has been organized, and most operations are performed by members of this staff.

### 3. Psychological Work—

(1) *Mental Tests*—A psychologist is now giving his entire time to the prison, but as this work was begun only about three months prior to the time the prison was visited, it is too soon to have demonstrated just what contribution it will make to the prison.

(2) *Psychiatric Work*—This work is to be developed under the psychologist referred to above.

4. **Commissary**—The mess hall is a one-story building with a steel roof. Men are seated at table all facing one way; the tableware is of aluminum. The erection of this building was an emergency measure. While somewhat rough in construction, it is clean and well cared for, and both lighting and ventilation are good. The kitchen is not modern; it is crude and not well arranged. The food, however, appears to be better than in most prisons. The bakery makes a contribution to the variety and wholesomeness of the prison dietary found in few, if any of the prisons covered in this book.

5. **Baths**—The bathroom is in the basement under the prison offices. It is inconveniently located and very inadequately ventilated. One bath a week is compulsory but the bath houses are kept open and the men may bathe at will between 8:00 A.M. and 4:00 P.M. Those working in boiler house, bake shop, kitchen, etc., may bathe at any time between 8:00 A.M. and 7:30 P.M.

6. **Recreation**—Men not employed in industries are given the privilege of the yard during good weather from 9:00 to 11:30 and from 2:00 to 4:00; men employed have the yard from 12:30 to 1:15 and from 3:45 to 4:30, and during the summer months from 5:00 to 7:30. Baseball, basketball, volley ball, soccer and quoits are used. Recreation is under the supervision of the educational director.

7. **Entertainments**—Moving pictures are shown in the

chapel twice a week; each picture has to be shown twice as the chapel will seat only one-half the population. The inmates stage several shows yearly.

## VI

### INDUSTRIES

**1. Workshops**—Most of the workshops are housed in the one-story buildings that were built after the old shops were burned down a few years ago.

**2. Character**—The industries are under the supervision of the State Department of Welfare. Goods are manufactured for use in other state institutions.

**3. Employment**—When the first Handbook was issued the Welfare Department employed 129 men; on October 6, 1925, they were employing 252 men.

On October 6, the 1,039 men were employed as follows:

Weaving shop.....	128	Maintenance.....	595
Clothing " .....	65	School.....	25
Tag " .....	51	Sick, insane and unas-	
Broom " .....	6	signed.....	167
Brush " .....	2		

**4. Vocational Training**—Only one or two of the shops give any real degree of vocational training.

**5. Compensation**—Men on maintenance are paid from 10 to 20 cents a day; the Department of Welfare pays men in its industries from 20 to 50 cents a day; the average is about 30 cents.

## VII

### EDUCATION

**1. Library**—The library is over the guard room in quarters that are adequate and accessible from either of the cell

houses. The special appropriation for the library during the past year has been used with care and has not only enlarged the supply of books but has increased the usefulness of the library to the prison population.

**2. School**—The school is under the supervision of an educational director. Classes are held during the day for men who are not employed, and during the evening for men who are regularly assigned to work. Most of the classes are for men in the lower grades, but some special courses are given.

**3. Other Courses**—A few men are taking correspondence courses.

## VIII

### RELIGION

**1. Chapel**—The chapel will seat only about one-half the population. It has been renovated and painted so that it is more cheerful, though it is still inadequate.

**2. Chaplain**—There are two chaplains, Protestant and Catholic.

**3. Services**—Protestant and Catholic services are held every Sunday, and Jewish services every Saturday.

**4. Outside Agencies**—Two of the teachers of Bible classes in Pittsburgh churches come to the prison on Wednesday evenings for similar classes. There is a special Catholic service on Thursday evenings.

## IX

### TRAINING IN CITIZENSHIP

The prisoners have no share in the responsibility for the conduct of the prison community. The improvement in



morale in this prison since the last Handbook was issued is such that there is unusual opportunity for making such an inmate organization effective.

## X

### PAROLE

During the two years ending May 31, 1924, 1,011 men were paroled from the main and branch prisons and 112 returned for parole violation.

## XI

### COSTS

The gross cost of running the Western Penitentiary, including the branch prison at Rockview, for the year ending June 30, 1924, amounted to \$759,188.27. Of this sum \$474,443.98 was assessed to the different counties for maintenance and the balance \$284,744.29 paid by the State. (This amount does not include \$208,084.06 for construction work at Rockview.)

## COMMENT

I. In none of the prisons covered in the first Handbook have there been such marked improvements made as in this. Change is most noticeable in the very fundamental but often ignored aspect of a prison, its morale. The whole spirit of this prison has changed and the change is noticeable both in the official personnel and in the inmate body. This change has been effected in spite of the handicaps that exist in this prison's traditional method of handling discipline, in the plant itself and in the amount of idleness.

2. The medical department has been still further improved. While the hospital is old, in equipment and upkeep it has been brought up to a high standard. Very few prisons in the country today are giving so much attention to the dental needs of the inmates. In the health program the weakest spot is the bath house. The bath schedule, however, is satisfactory; one bath is required weekly, but men may bathe daily if they desire.

3. There has been a real advance in the development of prison industries. Where nine per cent. were employed in productive industries when the first Handbook was published, approximately twenty-five per cent. were so employed at the time the prison was visited in connection with this book. This is substantial progress but there are still a considerable number of men entirely unemployed, and a great many are now assigned to maintenance who could be used in productive employment if it was available.

4. The board responsible for this prison is also responsible for the branch at Rockview. As the members give their time entirely without remuneration, it is asking too much for them to give adequate supervision to both institutions. A complete separation of the two, with the creation of a separate board for the branch prison would seem to be desirable.

Credit for the fundamental changes referred to in the first paragraph of the Comment belongs to the board of trustees, who appointed the present warden and have given him consistent backing in the development of an intelligent and more constructive prison policy. The need for improving the old prison plant and for developing much further the industries is perfectly obvious; the need for developing a higher and more effective morale may be less apparent, but if the institution is to serve the State effectively it is the most fundamental need of all. If the prison is to develop such a morale and become a genuine educational institu-

tion, the responsibilities for the inmate community life must be shared by the inmates rather than based on the paternalism, however intelligent and sympathetic, which has here replaced the old regime of rigorous and repressive despotism.

## ROCKVIEW BRANCH, PENNSYLVANIA

Visited October 5, 1925.

Near the geographical center of the state a tract of land containing about 10 square miles is owned by the State. Rockview prison is located on this tract. Officially it is still a branch of the Western Penitentiary at Pittsburgh, but it was originally planned to build a prison here of sufficient capacity to take care of all the prisoners of Pennsylvania. This plan has now been given up but some of the buildings have been erected on the scale demanded by the original plan.

The site in the open country is undoubtedly desirable but this location is unquestionably at too great a distance from the centers of population and as it is off the main line of the railroad is difficult of access.

### I

#### GROUND AND PLANT

In order to make level ground the top of the hill was cut down about 15 feet to make a commanding site for the bastille type of prison planned. Only a few of the buildings were completed before the plan was changed and the result is that the buildings are out of all proportion to the needs of the present population and have to be adapted to other uses than those for which they were originally planned. In addition to a high wall planned to surround the prison,

underground passages connecting the cell blocks and hospital buildings provided still further elements of safe keeping for the prisoners. The stockade fence erected in lieu of the wall enclosed about 29 acres.

1. **Housing**—Only one cell house of those originally planned has been begun. Construction work on this has been carried on for many years and is not yet completed. It will be occupied sometime in the spring of 1926 to one-half its capacity. This cell block has 500 cells, 9 x 7 and 8½ feet high, built in five tiers. Each cell is equipped with electric light, running water and toilet. The sanitary arrangements are modern and the cells are large, otherwise the cell house is of the same type as those built over a century ago.

2. **Farm**—On the 6,300 acres of ground owned by the State there are several thousand acres of good farm land. This is being rapidly developed and the products are used at the prison and also at the Western Penitentiary and a great deal of canning is done for use in other state institutions.

The farm is cooperating with the State Forestry Bureau for the state program of reforestation. A forestry nursery is maintained with an output of about two million trees annually.

## II

### ADMINISTRATION

1. **Control**—This prison is under the control of the Board of Trustees of the Western Penitentiary. The official records of the prison are kept at the main prison and in every way Rockview is handled as a branch prison.

2. **Warden**—Officially, the warden of the Western Penitentiary is also warden of Rockview. J. O. Stutsman was first appointed general superintendent in October, 1923.

He had formerly been in charge of the Detroit House of Correction for three and a half years, and superintendent of the Kansas City Municipal Farm for six and a half years. At Rockview he is given the authority of warden, also superintendent of construction.

**3. Deputy**—William J. McFarland was appointed deputy in October, 1924. He had three years' experience in the main prison at Pittsburgh.

**4. Guards**—There are 55 overseers and guards, appointed by the deputy warden with the approval of the general superintendent. There are no civil service requirements.

**5. Other Employees**—Other employees include a farm superintendent, superintendent of welfare activities, doctors, dentist and chaplain.

**6. Salaries and Pensions**—The salaries paid are as follows:

Superintendent.....	\$6,000 quarters and maintenance
Deputy.....	3,600 with quarters
Guards.....	1,560 to \$1,800 with quarters
Doctor (full time)....	3,300 with quarters
Dentist (part time)...	1,500
Chaplain (full time)..	3,000 with quarters
Chaplain (part time).	900
Office employees.....	1,500 to \$3,300

There is a retirement pension of half pay after twenty-five years of service or after twenty years of service at the age of seventy.

### III

#### PRISONERS

**1. Population**—On October 5, 1925, there were 709 prisoners. As all the records of these men are kept in the main



prison the analysis of the population in the Pittsburgh report covers the prisoners of both institutions.

2. **Classification**—There is no system of classification.

3. **Insane**—Men adjudged insane are transferred to the state hospital by order of the court on application of the board of trustees.

## IV

### DISCIPLINE

1. **Rules and Regulations**—The rules actually in force here are only a few general rules of conduct. About two hundred of the men pass in and out of the institution and work without the supervision of officers.

2. **Punishments**—Punishments consist of loss of privileges, change in work assignment, etc. Three cells in one of the cell houses are used for punishment and inasmuch as this is an honor prison, transfer back to Western Penitentiary is also considered punishment in some respects.

## V

### HEALTH

1. **Hospital**—The hospital is housed temporarily on the second floor of the building intended for a laundry but now used as a mess hall. It is adequate in size, though not as completely equipped as the other two prison hospitals in the state. The entire building will soon be taken over for a hospital.

A ward for the tubercular prisoners of the state is maintained in this prison.

2. **Medical Staff**—There is a resident doctor.

3. **Psychological Work**—

(1) *Mental Tests*—A member of the Board of Trustees, Dr. W. T. Root, who is a psychologist at the

University of Pittsburgh, is giving special attention to the development of this work.

(2) *Psychiatric Work*—Only a beginning has been made in the development of any psychiatric program. A psychiatrist visits the institution periodically to make such diagnoses as are necessary.

4. **Commissary**—Mess halls planned to seat 3,000 prisoners are used for dormitories. The kitchen, located on the ground floor under the dormitories, is adequately equipped and well cared for. The rooms used for a mess hall are on the lower floor of the lower wing. Food is taken through an underground passage connecting these buildings. White and colored men are seated in separate sections of the rooms.

Farm products make a substantial contribution to the variety and wholesomeness of the diet.

5. **Baths**—The bathroom is well arranged and has an adequate number of showers. The men are permitted to bathe daily if they desire; one bath is required weekly.

6. **Recreation**—The space available for recreation is ample in size and the schedule is an unusually liberal one. In the summer the men are allowed in the yard from 5:00 until 7:00 and on Sundays after 10:00 A.M. Special sports are arranged for holidays. Baseball, volley ball, football and boxing are the particular forms of recreation.

7. **Entertainments**—Moving pictures are shown twice a week; inmates stage their own shows on holidays and frequent outside entertainments are given.

## VI

### INDUSTRIES

1. **Workshops**—The workshops are largely for maintenance and construction purposes.

2. **Character**—Most of the industries here are connected with the farm. A small plant is run for making concrete blocks, but the cannery, gardens and nursery employ most of the men. At such work the numbers of men employed at a task vary with the seasons.

3. **Employment**—The State Department of Welfare was employing 73 men on October 6th; 239 were used on new construction and 396 on maintenance. Maintenance here includes farm, dairy and all labor expended for the production of foods.

4. **Vocational Training**—The industries here give considerable opportunity for vocational training.

5. **Compensation**—Men on the State Welfare industries receive from 35 to 50 cents a day. The state pays the men on maintenance from 5 to 10 cents a day; men working on new construction receive no pay.

## VII

### EDUCATION

1. **Library**—The library contains about 5,000 volumes.

2. **School**—The school is held two evenings a week and there is an attendance of from 40 to 50 men. The members of the faculty of State College, located some seven miles away, give considerable attention to educational work. An educational director is to be employed in the near future and a well equipped day school is in process of organization for illiterates and advanced students.

## VIII

### RELIGION

1. **Chapel**—Religious services are held in the office building. One of the large dormitories is soon to be remodelled for a chapel.

2. **Chaplain**—There are two chaplains—Catholic and Protestant.

3. **Services**—Services are held weekly.

4. **Other Agencies**—The Y.M.C.A. of the State College and nearby churches hold occasional services at the prison.

## IX

### TRAINING IN CITIZENSHIP

There is no system of inmate community organization to train men for the responsibilities of citizenship.

## X

### PAROLE

Data on parole will be found under the report on Western Penitentiary.

## XI

### COSTS

Included in Western Penitentiary report.

## COMMENT

1. The future development of this prison appears problematical. Its location is a handicap in many ways. Situated off the main line of the railroad it is difficult of access and transfer to it from other prisons of the state is expensive. It makes more difficult the development of prison industries. Part of the buildings are on the scale intended for the whole prison population of the state and are therefore out of all proportion to the needs of the population. Other

buildings very much needed have not been begun. One cell house, essentially the type constructed over a century and a quarter ago, except that it has somewhat larger cells and plumbing, will be ready for occupancy in the spring of 1926. This prison is a good illustration of extravagant expenditure: the leveling off of the hill, the bastile type of construction and underground passage-ways connecting the buildings, all involve prodigal investment which, if not wasted, was surely not well spent. In spite of the millions spent in this enterprise the decision to abandon the original plan was undoubtedly wise.

2. With the exception of the men used on new construction the only industrial development has been in connection with the farm, cement plant manufacture, cannery and the State Forestry Department. These are first-class industries, but seasonal, and at best can employ only a minority of the men. When the construction work now under way is completed, unless new work is begun, the problem of idleness in this prison will soon approximate that of the Eastern and Western Penitentiaries. The location will affect the development of industries. It gives additional handicaps to those that have so largely prevented successful industries in the other two prisons.

3. The proximity of the State College holds promise of a larger development of educational work. A real beginning has already been made in this respect.

4. On account of the fact that this is substantially a farm prison most of the men here are short-time—one to seven year—prisoners, transferred to this institution from the other two prisons of the state. The prison organization in Pennsylvania does not lend itself readily to a careful selection of men for this type of a prison.

5. The organization of committees of inmates to handle certain activities of the prison noted in the first Handbook has been dropped. This developed certain problems, such

as a democracy outside a prison, as well as inside, usually develops. It was easier for the officials to direct the work than to train the men to do this for themselves. This may appear to be more effective so far as the institution is concerned; it is certainly less useful as it affects society. The morale of the prison on the whole appears to be very good and the discipline handled in an intelligent and not unsympathetic way.

6. The prison is still a branch of the Western Penitentiary and the warden and board of that institution are responsible for the branch prison as well. There are many reasons for believing that the development of this prison into a useful unit in the prisons of the state would be more speedily accomplished if it were given its own board of control to solve its special problems.



## HOWARD, RHODE ISLAND

Visited September 18, 1925.

The State Prison of Rhode Island was first established at Providence in 1838. In 1878 the prison was moved to Cranston, seven miles south of Providence and near a number of other state institutions.

This institution is not only the state prison but the county jail for Providence County and also receives county prisoners after their conviction from other counties.

### I

#### GROUND AND PLANT

The prison is of the Elmira type, the warden's house and offices standing in front of and connected with the prison by a bridge. The prison wall encloses about twelve acres. The buildings are of gray stone and are all of the same general type, so that the appearance of the institution has some unity as well as dignity.

**1. Housing**—There are five cell houses—four old ones and one just completed. In the old cell houses there are 252 cells of varying size. These cells, originally without electric light and plumbing, have been modernized and today are provided with up-to-date washing and toilet facilities. In spite of the age of the cell blocks these cell houses are kept clean, are well painted and the sanitary condition is

good considering the type of construction. The new cell house has 198 cells, 6 x 8 and 7½ feet high. These cells are modern in every respect.

**2. Farm**—The farm includes about 500 acres and is intensively cultivated. The products of the garden, dairy and piggery are used in the prison and other state institutions adjoining.

## II

### ADMINISTRATION

**1. Control**—The prison is under the direction of the State Public Welfare Commission, composed of the following:

Robert C. Monahan, Pawtucket, Chairman  
 Ezra Dixon, Bristol  
 John E. Bolan, Cranston  
 Rev. Peter P. Keeley, Warwick  
 Mrs. Pearl M. T. Remington, East Providence  
 Mrs. Charlotte W. Miller, Newport  
 Miss Alice Mullen, Providence  
 Dr. John Champlin, Westerly  
 Dr. George R. Smith, North Scituate

The Rev. Peter P. Keeley is the chairman of the prison committee; with the chairman of the board he gives much personal attention to the institution.

The members of the board are appointed by the Governor and serve without pay. The board appoints a director of institutions and the heads of the various institutions are nominated by the director and confirmed by the board.

**2. Warden**—The warden is Charles E. Linscott. He has had long experience in prison work, having served fifteen years at Wethersfield Prison, Conn., and five years

as assistant superintendent at Cheshire Reformatory, Conn. He came to Cranston in 1918 as deputy warden and was promoted to the wardenship a year later. He has transformed the whole appearance and management of the prison during his six and a half years as warden.

It should be noted that the warden of the state prison acts also as county jailor of the Providence County Jail.

**3. Deputy**—The deputy warden is Frank A. Crosby. He held a position as guard in the Massachusetts State Farm and has been at Cranston over 19 years. He was appointed deputy warden six and a half years ago.

**4. Guards**—The 41 guards are appointed by the warden. There is no civil service examination. The guards work 11 and 12 hours a day.

**5. Other Employees**—There are 12 other employees, including the doctor, chaplains, shop foremen, office employees, etc.

#### **6. Salaries and Pensions—**

Warden.....	\$5,000 quarters and maintenance
Deputy warden.....	2,200 quarters and maintenance
Asst. deputy warden..	1,620 quarters and personal maintenance
Guards.....	900 to \$1,140
Doctor.....	3,500 quarters and personal maintenance
Dentist (part time)...	2,500
Chaplain.....	1,000
Parole officer.....	1,500
Farm supt.....	1,500 house and part maintenance
Shop foremen.....	1,600 to \$2,500 quarters and maintenance
Engineer.....	1,500 quarters and maintenance
Clerk.....	1,800
Asst. clerk.....	1,440

There is no provision for pensions.

## III

## PRISONERS

**1. Population**—On September 18, 1925, there were 519 prisoners. During the year 1924 there were 89 men received at the state prison; the following data is given in regard to them:

**Ages:**

Under 20 years...	16	40 to 49 years...	10
20 to 29 " ...	39	50 and over.....	3
30 to 39 " ...	21		

**Nativity:**

Native-born...	67	Foreign-born...	22
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The 22 foreign-born were contributed by the following countries:

Canada.....	4	Portugal.....	2
Italy.....	4	Cape de Verde Island.....	2
Russia.....	2	Other foreign countries....	8

Race: Data not available.

Education: Data not available.

Sentences: Data not available.

Capital punishment is used only when a life prisoner takes a life.

The method of execution is hanging.

Of the 663 prisoners in the County Jail at the end of the year, the following information is given:

**Ages:**

Under 20 years.	71	40 to 49 years...	111
20 to 29 " ...	233	50 and over.....	74
30 to 39 " ...	174		

**Nativity:**

Native-born...	445	Foreign-born...	218
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The 218 foreign-born were contributed by the following countries:

Italy .....	31	Cape de Verde.....	16
Canada.....	30	Sweden.....	14
Portugal.....	27	England.....	10
Poland.....	26	Russia.....	10
Ireland.....	24	Other foreign countries....	30

**Race:**

White...	592	Negro...	70	Other races...	1
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**Education:**

Literate...	549	Illiterate...	114
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**Sentences:** Data not available.

Of the 211 men received at the House of Correction, the following information is given:

**Ages:**

Under 20 years.	6	40 to 49 years...	58
20 to 29 " ...	19	50 and over....	75
30 to 39 " ...	53		

**Nativity:**

Native-born...	123	Foreign-born...	88
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The 88 foreign-born were contributed by the following countries:

Ireland.....	25
Canada.....	23
Other foreign countries.....	40

**Race:**

White.....	205	Negro.....	6
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**Education:**

Literate...	160	Illiterate...	51
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**Sentences:** Data not available.

**2. Classification**—There is no system of classification. Such a system would hardly be feasible in a prison which holds both state and county prisoners and those awaiting trial.

3. **Insane**—There were no insane prisoners at the time of the last report. Insane men are transferred to the state hospital but may be held at the prison if in the judgment of the doctors there is danger of their attempting to escape from the hospital.

4. **Women**—The report shows sixteen women prisoners, but they are housed in buildings at some distance from the prison in what is practically a separate institution.

## IV

### DISCIPLINE

1. **Rules and Regulations**—The rules of the institution are printed in two books, one for officers and another for inmates; they are minute and detailed. The men are allowed to write one letter a week and receive visits from their families and friends. Visitors are interviewed through a double screen, under the observation of a guard. No visitors are allowed on Saturdays, Sundays and holidays.

2. **Punishments**—The punishments run from loss of privileges to solitary confinement on bread and water and, in extreme cases, the straight jacket. The majority of punishments consist of loss of privileges, including recreation in yard, moving pictures, visits and writing privileges. The men given solitary confinement are cuffed to a ring by one wrist during working hours and have a bread and water diet.

It is said that the straight jacket is used on only about one man a year, and then only as a last resort; the inmate is examined mentally and physically before being put into the jacket, and is usually confined there for only periods of an hour or so.

The punishment cells are used mostly for refusal to work. Men are confined in them until they care to return to their work. These cells are not dark and are fairly well ventilated.



## V

## HEALTH

1. **Hospital**—There is a new hospital, including a large ward, well equipped operating rooms, office and laboratory. The sanitary condition of the hospital is very good.

2. **Medical Staff**—The time of the prison physician and the dentist is divided between the prison and the state school for boys nearby.

3. **Psychological Work**—

(1) *Mental Tests*—Mental tests have been given to a considerable number of the men now at the institution, but this work was begun only recently and has not yet been coordinated with the other departments of the prison.

(2) *Psychiatric Work*—Only a beginning has been made in psychiatric work.

4. **Commissary**—The mess hall has been increased about one-third in size, and a new tile floor put in. The ventilation and lighting arrangements are satisfactory. Men are seated at tables all facing one way. The tableware is white porcelain and agateware. The men talk at mealtime except when in line passing in or out. Considerable addition has been made to the kitchen equipment.

The commissary department, as a whole, is adequate for its purpose. The farm contributes considerably to the variety and wholesomeness of the diet. Men may purchase fruit, candy and tobacco.

5. **Baths**—There are fourteen showers in the bath house. One bath is required weekly, but men working in the commissary department may bathe more frequently.

6. **Recreation**—Half-hour recreation periods are given on week days just after the noon meal, on Saturday and Sunday afternoons and on holiday mornings and afternoons.

**7. Entertainments**—The men run their own games, etc. From October to April moving pictures are given every Friday evening. Outside shows are given only at Christmas.

## VI

### INDUSTRIES

**1. Workshops**—While the chief workshop is light and well ventilated in summer, there is no artificial ventilation such as many shops find desirable for the winter months. The new print and carpenter shop give satisfactory working conditions, and the carpenter shop is especially well equipped.

**2. Character**—The chief industry at Howard is the manufacture of shirts on a modified contract basis; the State owns the machinery, hires and pays its own foremen; the contractor furnishes material, manufacturing instructions and shipping directions.

**3. Employment**—On September 18th, 1925, the 490 men prisoners were employed as follows:

Shirt (contract).....	240	Farm and garden.....	93
Print shop.....	8	Hospital.....	11
Carpenter shop.....	5	Maintenance.....	104
Tailor shop.....	8	Debtors and unassigned...	21

**4. Vocational Training**—The chief industry employs about one half the population and has no vocational value. The print and carpenter shops give considerable vocational training and there is some incidental to the farm work.

**5. Compensation**—There is no State compensation for work; only those men working in the shirt factory receive pay. A bonus is given for work done in excess of the task set and the men earn from \$2.00 to \$10.00 a month; a very few men earn as high as \$25.00.

## VII

## EDUCATION

1. **Library**—The library consists of a collection of books donated a number of years ago by a newspaper in the state. It is such a miscellaneous collection as might accumulate in a newspaper office. The State makes no appropriation for the purchase of books.

2. **School**—The school is held in the chapel three evenings a week during the winter months. Work is covered from the first to the eighth grade and the teaching is done by a teacher of the Cranston High School.

3. **Other Courses**—Only a few men are taking correspondence courses.

## VIII

## RELIGION

1. **Chapel**—The chapel is located on the top floor of the central building. It is well lighted and ventilated, but has little religious atmosphere. It is used for both Catholic and Protestant services, school classes and for all entertainments.

2. **Chaplain**—The two chaplains, Catholic and Protestant, are on a part-time basis.

3. **Services**—Catholic and Protestant services are conducted every Sunday. Attendance is voluntary.

4. **Other Agencies**—None except the regular services are held.

## IX

## TRAINING IN CITIZENSHIP

There is no system of community organization to train men for the responsibilities of citizenship.

## X

## PAROLE

During the year ending November 30th, 1924, 92 men were paroled; during the past two years 15 men have been returned for parole violation.

## XI

## COSTS

Gross cost for the year ending November 30, 1924..	\$238,505.58
Earnings.....	<u>151,779.04</u>
Net cost.....	\$86,726.54

## COMMENT

1. The improvement in the Rhode Island Prison plant noted in the first Handbook has been continued. The new cell house has been completed and Rhode Island now has sufficient quarters for its inmates without any of the doubling-up in cells that is found today in so many American prisons. The maintenance of a high standard of sanitation is easy in the new cell house though somewhat more difficult in the old.

Substantial improvements have been made in both the mess hall and kitchen. The hospital has been moved from the old make-shift quarters to the new building. The new hospital lacks adequate toilet and washing facilities, and there is no provision for rooms for men seriously ill, or for the segregation of contagious cases. As a whole, however, the hospital is well equipped and kept, and a very great improvement over the old.

The bathroom needs enlarging and remodeling if it is to be brought up to the standard of the rest of the plant.

2. The Rhode Island prison is one of the very few prisons of the country which in addition to its function as a state prison is also the county jail. This always creates an anomalous situation; it mixes the convicted and unconvicted, the guilty and the innocent, and also those men who have been indicted but are awaiting action of the Grand Jury.

Requiring work of prisoners awaiting action of the Grand Jury or trial, some of whom will be found not guilty, seems to be of questionable legality. Complete and separate quarters should be provided for the unconvicted prisoners of the county jail.

The presence of debtors in this prison is interesting, but not more so than the facts back of it. Many of these men are said to be held there because of failure to pay promptly on comparatively small purchases made on the instalment plan. These men can be committed to the prison without trial by an act of a Justice of the Peace.

3. The State appears never to have made an appropriation for the prison library and there never has been an accumulation of books for the library that was worthy of the name. In few state prisons in the country is the library of such poor quality or of so little real use as this.

4. The contract for the manufacture of shirts is on a basis which eliminates the evils except those inherent in the contract system. The State owns the machinery and pays its own foremen. Under most contracts the contractor owns the machinery and pays the foremen; here, the contractor has no representative in the prison but has a manufacturing agreement with the State under which he furnishes raw material, gives directions for manufacturing and shipping, and comes to the prison once or twice a year to take inventory.

While the contract in Rhode Island is such that many of

the evils charged to contract labor are eliminated, the inherent objections to this system remain: it gives to some favored contractor the work of wards of the State at a low rate. This industry has no vocational value whatever and cannot aid in building up habits of industry which so many men in prison need to learn. It creates unfair competition with outside labor and industry.

5. The regulations of the prison as a whole are essentially those found in a majority of eastern prisons. The continuance here of certain forms of punishment must be noted. In this connection the first issue of the Handbook may be quoted: "The use of the straight jacket, even in a modified form and on rare occasions, is indefensible; not less so the cuffing of men to the doors of punishment cells so that they must stand during working hours. There is no reason to believe that the State of Rhode Island has prisoners harder to handle than those of other states where such practises have been abolished. It is difficult to understand why they should be tolerated here.

"One comment should be made in this connection: the Rhode Island authorities admit frankly the use of these forms of punishment and give their reasons. There is no attempt at concealment."

The development of the prison plant and general administrative efficiency appears to have been the goal in this prison and to have been achieved to a good degree. Unfortunately the dangers of such an emphasis do not appear to have been avoided. It is always difficult to prevent such an emphasis from developing to the point where the inmates seem to be incidental to a smooth running institution, rather than a proper institution being an end for giving inmates proper training. There are a number of reasons for believing that the development of a high morale and social effectiveness have not kept pace with the development of the prison plant and administrative efficiency. In addition to the results of an



impersonal spirit in the management of the institution, the lack of vocational training and of training for citizenship must be considered. Half of the men in the institution are forced to work at a form of labor objectionable to them, work that is done by women on the outside, and on a contract for which the bonus is comparatively small. The men are given no training for the responsibilities of citizenship on their release by sharing the responsibility for the conduct of the inmate community life.

To sum it up, the institution appears to be functioning effectively as an institution; how effectively it is functioning for society, however, is another question.

## SIOUX FALLS, SOUTH DAKOTA

Visited June 30, 1925.

The State Prison of South Dakota, at Sioux Falls, is a development of a Dakota territorial prison established in 1881 and a federal prison built in 1883. The federal prison, consisting of one cell house, was under the supervision of the Dakota prison authorities until about 1900, when it was bought by the State.

### I

#### GROUND AND PLANT

The administration building, warden's quarters, cell houses, and shops are of red stone. The general arrangement of the buildings, with warden's quarters and administration building connected by a bridge, is of the Elmira type. The walls enclose 5 acres.

**1. Housing**—There are 3 cell blocks. Those built in 1881 and 1883 have an aggregate of 260 cells, 8 x 5½, and 7 feet high. These cells have no plumbing and are poorly lighted and ventilated. In common with all cell blocks of this period, they are difficult to keep clean and sanitary.

The new cell block, which contains 200 cells in five tiers, was occupied early in 1925. The cells are 9 x 6 and 7 feet high and have lavatories and toilets. This cell block is equipped with a forced ventilating system.

Each cell has a bed, cupboard, and chair. The men are allowed to decorate and furnish their cells as they desire, within certain limits.

There are no dormitories.

**2. Farm**—Of the 1450 acres owned and leased by the State, about 1000 acres are under cultivation.

## II

### ADMINISTRATION

**1. Control**—Control of the prison is vested in the State Board of Charities and Corrections, composed of members appointed by the Governor for terms of two, four and six years, at a yearly remuneration of \$1500 and expenses. The present members are:

J. F. Haladay, Iroquois  
A. Q. Ringsrub, Elk Point  
Elinor Whiting, Pierre

This board, a constitutional body, makes the policies of the institution, appoints or dismisses the warden, and also acts as a parole board.

**2. Warden**—The present warden, George T. Jameson, was appointed in January, 1920. Prior to that time he had been engaged in the business department of a newspaper.

**3. Deputy**—A. H. Muchow was appointed deputy warden in October, 1919. He is a high school graduate and was an army officer during the World War.

**4. Guards**—There are 30 guards appointed by the warden, with the approval of the state board. Most of the guards work 10 hours a day, and a few of them, 11 hours.

There is no civil service law.

**5. Other Employees**—Other employees are doctor, dentist (part time), chaplain (part time), superintendent of

industries, farm superintendent, steward, cook, clerk and parole officer.

### 6. Salaries and Pensions:

Warden.....	\$2,000 quarters and maintenance
Deputy warden.....	1,200 quarters and maintenance
Guards.....	900 to \$1,800
Doctor (part time)...	1,200
Chaplain (part time).	600
Supt. of industries...	1,800
Farm supt.....	1,200
Steward.....	1,200
Parole officer.....	2,000

There is no pension provision.

## III

### PRISONERS

**1. Population**—There were, on June 30, 1925, 392 prisoners.

The report for the biennial period ending June 30, 1924, shows 342 prisoners received during that period. An analysis of this group is contained in the following tables:

#### Ages:

Under 20 years...	33	30 to 39 years...	63
20 to 24 " ...	106	40 to 49 " ...	44
25 to 29 " ...	70	50 and over.....	26

#### Nativity:

Native-born...	301	Foreign-born...	41
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The 41 foreign-born were contributed by the following countries:

Canada.....	7	Russia.....	5
Norway.....	5	15 other foreign countries..	24

**Race:**

White...	303	Negro...	4	Other races...	35
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**Education:**

Literate...	322	Illiterate...	20
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**Sentences:**

Indeterminate...	42
Determinate...	300—Under 5 years..... 243
	Between 5 and 10 years.. 40
	“ 11 “ 20 “ .. 8
	“ 23 “ 30 “ .. 4
	Life..... 5

Death sentence: Capital punishment was abolished in South Dakota in 1910.

**2. Classification**—Men enter in first grade and are reduced to second for minor offenses, and to third for more serious breaches of prison rules. These grades are the only attempt at classification.

**3. Insane**—Upon recommendation of the doctor and the warden, to the Governor, insane men are transferred to the state hospital for the insane.

**4. Women**—There are 14 women prisoners, 7 state and 7 federal, in charge of a matron. They have separate quarters and are chiefly occupied with prison sewing and mending. Federal prisoners will be sent to the federal prison for women as soon as it is complete. The state prisoners should be transferred to some state institution for women.

## IV

### DISCIPLINE

**1. Rules and Regulations**—Each prisoner is supplied with a printed copy of the rules, which are specific and detailed. The silent system is in force only in the shops. First grade prisoners may write one letter every two weeks

and receive visits once a month. Second and third grade men lose these privileges. Weekly papers are permitted.

**2. Punishments**—Disciplinary cases are handled by the deputy warden. The usual punishments are reduction in grade and consequent loss of privileges, locking in ordinary cells, solitary confinement in punishment cells up to ten days, and loss of "good time." Diet in the punishment cells is bread and water; the bed is a mattress on the floor. These cells are dark, poorly ventilated, and hard to keep clean. They have no plumbing, hence the unsanitary bucket must be used.

## V

### HEALTH

**1. Hospital**—The hospital is located in the end of the chapel wing. It has five wards, well painted and well kept. While not up to the highest modern standards, it is clean and pleasant. There is an enclosed porch for tubercular patients awaiting transfer to the state hospital. There is no operating room, all operations being done in the city.

The hospital has no diet kitchen.

**2. Medical Staff**—A local doctor gives part-time service, and a dentist comes when called.

**3. Psychological Work**—There is none.

**4. Commissary**—The kitchen, storerooms, and mess hall are on the ground floor, below the chapel. In arrangement, equipment, lighting, and ventilation this department falls far below modern institutional standards. In such a plant it is difficult to maintain an appearance of cleanliness.

Produce from the prison farms and dairy are used in the prison mess. Butter, milk and vegetables are part of the diet.

**5. Baths**—There are 48 showers in a section of the



basement used as a bath house, and 16 additional showers in other parts of the prison. One bath a week is required; more are permitted for kitchen men and a few others.

**6. Recreation**—The yard has room for a small baseball diamond. Games with outside teams are permitted. The only other sport is pitching horseshoes. Recreation hours are from 2:00 to 4:00 o'clock on Saturday afternoons, 10:00 to 11:30 Sunday mornings, and 8:00 to 11:00 on holidays. The same hours hold all year round, but winter recreation is in the cell blocks. One hour in the forenoon and one in the afternoon are allowed those not working, as well as Sunday forenoons and Saturday afternoons. Some maintenance men are allowed in the yard daily for several hours.

**7. Entertainments**—Moving pictures are shown one evening a week during the winter months. The band plays at least once each week. Lectures and shows are brought into the prison occasionally, and the inmates sometimes present a show.

## VI

### INDUSTRIES

**1. Workshop**—There is but one workshop in use, the twine plant. It is well lighted and ventilated and not overcrowded, but it hardly comes up to modern factory standards.

The shop which was formerly a shirt factory is now unused. When the State Legislature abolished contract labor in 1910, no other industry was provided to take its place.

**2. Character**—The chief industry, the binding twine plant, operates under the state-account system; the product is sold in the open market.

**3. Employment**—The work sheets for the day the prison was visited show the following distribution, (which does not

include the 14 women and the 33 paroled men carried on the records as prisoners):

Twine plant. ....	150	Crushing stone by hand. . .	30
Farms and gardens. ....	70	Idle. ....	35
Maintenance. ....	60		

As a rule, it is the more recent arrivals who are set to crush stone.

**4. Vocational Training**—There is little, if any, vocational training value in the work of the prison.

**5. Compensation**—All prisoners working get 25 cents a day, except the men crushing stone, who get 8 cents a day.

## VII

### EDUCATION

**1. Library**—There is a library of 4000 volumes, supported by fees from visitors. About 25 periodicals are in circulation.

**2. School**—The school has fair-sized quarters behind the auditorium stage. The first 8 grades are taught by an inmate teacher, a college graduate. Prisoners study in their cells and are excused from work during the day long enough to recite.

**3. Other Courses**—A commercial class is taught for an hour and a half two evenings a week.

## VIII

### RELIGION

**1. Chapel**—The chapel, or auditorium, on the floor above the mess hall, has benches to accommodate 350 persons, and is fairly well lighted and ventilated. In addition to religious services, moving pictures, concerts, and entertainments of various kinds are held there.

2. **Chaplain**—A local Protestant minister is employed on part-time basis.

3. **Services**—Protestant services are held Sunday mornings, and Catholic services every other Saturday morning.

4. **Other Agencies**—Local pastors sometimes conduct Sunday morning services, and representatives of the Salvation Army make occasional visits.

## IX

### TRAINING IN CITIZENSHIP

There is no system of inmate community organization to train men for the responsibilities of citizenship.

## X

### PAROLE

The State Board of Charities and Corrections acts as a parole board. During the biennial period 1923 and 1924, 92 men were paroled, and in the same period 14 violators were returned.

## XI

### COST

Gross cost for the year ending June 30, 1924.....	\$157,300.00
Earnings of farms and industry.....	35,458.13
Net cost.....	<u>\$121,841.87</u>

### COMMENT

1. The exterior of the prison, uniform in design and material, creates a rather favorable impression, which can

hardly be retained after an inspection of much of the interior of the prison. The original finish of the interior was somewhat crude; time and use have not improved the appearance. The problem of sanitation, always a difficult one, is intensified by the prison plant. This is not so true of the new cell house, but even there the original expense was kept so low that the cost of upkeep must be high. The plant is a handicap to the officials in their attempt to make the prison a constructive institution.

2. One section of the yard contains plots of grass and flowers. A greenhouse is in the center. The balance of the yard space is used for recreation. The value of the recreation provided would be increased by a greater variety in the program.

3. The presence of women prisoners constitutes a serious problem. At the present time there is no state institution for the care of these women, but the seven state prisoners could surely be cared for in a women's institution in some other state. It is generally accepted that penal institutions for men and women should be quite separate, both in management and plant.

4. The punishment section does not compare favorably with that in the more advanced prisons. The cells should either be remodeled, or their use discontinued.

5. The twine plant is a good prison industry. South Dakota has made a real beginning in paying inmates for work.

The State Legislature no doubt acted wisely in abolishing contract labor, but the wisdom of their decision would have been more conclusive had they at the same time authorized some industries in addition to the twine plant, which alone cannot employ all the available men.

To sum up: much of the prison plant needs to be thoroughly overhauled; the appearance of the prison yard ought to be improved and more space and time provided for general

recreation; the industrial program should be enlarged; and a broader educational program should be developed.

An organization of the inmate community has proved its value in other prisons, both as an aid to the officials in maintaining discipline and as a means of giving the prisoners some real training in citizenship.

## SALT LAKE CITY, UTAH

Visited August 10, 1924.

The Federal Government established a prison just outside of Salt Lake City about 1870. Several additions have been made to the original prison, and the adobe wall around the prison replaced by a stone wall. When Utah was admitted to the Union in 1896, the prison was turned over to the State.

### I

#### GROUND AND PLANT

The administration building extends across the front of the prison. On the first floor are offices with a corridor between, leading into the prison yard. On the upper floors are the warden's quarters, and a section for the women prisoners. The commissary, a shop building, the chapel and one cell house are built around a quadrangle in which is located the bath house. The new cell house is near this group. The prison enclosure contains about four acres.

Outside the wall is the barn, refrigerating plant, and milk house.

**1. Housing**—There are two cell houses, one with an antiquated cell block, which should be modernized or its use entirely discontinued. As the new cell block has 200 cells it is necessary to house only a small number of prisoners in the old.

The cells in the new cell block are  $6\frac{1}{2} \times 5\frac{1}{2}$  and  $7\frac{1}{2}$  feet high. The cell block consists of four separate floors, instead of the usual tiers. A fair lavatory and toilet are in each



cell. The construction makes possible good sanitary conditions. The stairway at the end of the cell block is enclosed with wire glass. The inmates are allowed considerable freedom in adding to the standard cell equipment.

There are no dormitories.

**2. Farm**—The farm has only 187 acres, but is intensively cultivated and now makes a substantial contribution to the variety of the prison dietary.

## II

### ADMINISTRATION

**1. Control**—The State Board of Corrections consists of the Governor and two citizens appointed by him for a term of four years. This board appoints the warden and can dismiss him at will.

**2. Warden**—Richard E. Davis was appointed warden in June, 1925. He had had experience in railroad construction, ranching, as sheriff and as President of the State Land Board.

**3. Deputy**—Richard H. Wooton was appointed deputy in June, 1925. He had been a deputy sheriff, and on the police force of Ogden.

**4. Guards**—There are 22 guards appointed by the warden. The guards work on three shifts of eight hours.

**5. Other Employees**—In addition to officers and guards, there is a doctor, a shop foreman, and a farm superintendent.

#### **6. Salaries and Pensions—**

Warden.....	\$2,500 quarters and maintenance
Deputy.....	2,100 and quarters
Guards.....	1,500 and some meals
Doctor (part time)...	1,500
Factory foreman.....	2,400
Farm Supt.....	1,500 and quarters

There is no provision for pensions.

## III

## PRISONERS

**1. Population**—There were on August 10, 1925, 229 prisoners.

The report for the biennial period ending November 30, 1924, shows 337 prisoners received during that period. An analysis of this group is contained in the following tables:

**Ages:**

Under 20 years...	74	40 to 49 years...	39
20 to 29 " ...	145	50 and over.....	18
30 to 39 " ...	61		

**Nativity:**

Native-born...	274	Foreign-born.....	63
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**Race:**

White.....	316	Negro.....	21
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**Sentences** (as of Dec. 1, 1924):

Indeterminate.....	300
Life.....	17
Death.....	4

The method of execution in Utah is shooting or hanging, optional with the man to be executed. Two were executed during the last biennial period and two since the prison was visited.

**2. Classification**—There is none.

**3. Insane**—Insane prisoners are transferred to the state hospital.

**4. Women**—There are 6 women prisoners quartered above the warden's residence. The women prisoners should be cared for in connection with some state institution for women.

## IV

## DISCIPLINE

1. **Rules and Regulations**—There are no printed rules for prisoners. The prisoners are allowed to use their judgment to a degree not ordinarily found in prisons. There is no silent rule. Visiting and writing are unrestricted, except by the "rule of reason." Newspapers are permitted. With special permission some prisoners may go into the city on prison errands, or to visit sick relatives, in the latter case under guard. There are no gun guards inside the prison.

2. **Punishments**—The usual punishments are loss of privileges, delayed parole, and confinement on bread and water in the regular cells. The "dungeon," which consists of several cells in an artificially lighted basement, is not used by the present administration.

## V

## HEALTH

1. **Hospital**—The hospital has but one small ward, a bath room and a small operating room. It is well lighted and ventilated, but, like the entire institution, has suffered from neglect. It is up to the usual small prison standard, but is below the better prison hospital standard.

2. **Medical Staff**—A local doctor and a local dentist are available on call.

3. **Psychological Work**—There is none.

4. **Commissary**—The mess hall, on the second floor over the kitchen, is fairly well lighted and ventilated. The neglect of proper upkeep over several years makes it appear shabby and run-down, although it is clean. Men are seated at the tables all facing one way.

Aluminum is used for table dishes. Dumbwaiters are used for bringing food up from the kitchen below.

The kitchen and bakery on the first floor are clean and well kept, but the equipment is both inadequate and worn out.

During the summer months the products of the garden and dairy add variety to the diet. Butter is served occasionally and all the milk produced is used at the prison. Prisoners may purchase groceries.

**5. Baths**—There are three showers and a swimming pool, 40 x 30 feet, in the bath house. One bath weekly is required; some prisoners are permitted the daily use of the pool in summer, and all are given that privilege as often as possible. There are also two showers in the cell house. The rules for the use of the pool are made by the prisoners themselves.

**6. Recreation**—The yard contains sufficient space for a baseball diamond. Handball is also played. The recreation hours are daily from 4:30 to 6:30 P.M., Saturdays and Sundays all afternoon, and holidays all day. Outside baseball teams come in to play the prison team on Saturdays and holidays. Idle men spend most of each day in the yard. Outdoor recreation is possible through most of the year. The recreation program is in charge of the prisoners.

**7. Entertainments**—Moving pictures are shown once a week in winter. There are occasional entertainments by outsiders and the inmates stage one or two shows a year, to which outsiders are admitted.

## VI

### INDUSTRIES

**1. Workshops**—The only workshop is located in an old cell house. The cell block has been torn out and a work-

shop put in on the second floor. In spite of the old construction, lighting, ventilation and working conditions are fairly good.

**2. Character**—The only industry is the overall factory, manufacturing for sale in the open market. There is a farm, garden and dairy.

**3. Employment**—Of the 229 prisoners on August 10, 1925, the overall factory employed 45 and the farm, garden, and dairy, 30. Maintenance work employs about 50, and there is no work for the other prisoners, except the making of souvenirs.

**4. Vocational Training**—There is some vocational training in the farm work; the overall factory has no vocational value.

**5. Compensation**—There is no provision for compensation of prisoners.

## VII

### EDUCATION

**1. Library**—There is a fairly good library of 2,500 volumes, situated in one end of the cell house. Books are purchased with the receipts from visitors' fees, and some are donated. There is a good supply of magazines.

**2. School**—No school work is being conducted.

**3. Other Courses**—A few prisoners are studying correspondence courses.

## VIII

### RELIGION

**1. Chapel**—The chapel is adequately lighted and ventilated, and has sufficient seating capacity for the present

population. It is used for all entertainments, as well as religious services.

2. **Chaplain**—There is no chaplain.

3. **Services**—Services are conducted every Sunday by representatives of various denominations.

## IX

### TRAINING IN CITIZENSHIP

The prisoners here are trusted with community responsibility for several of their activities. An inmate community organization, which will crystallize the efforts to teach them to meet the responsibilities of citizenship after release, is being considered.

## X

### PAROLE

The Pardon Board, consisting of the Governor, the Attorney-General and five Justices of the Supreme Court, acts on parole cases. They meet monthly. There is no parole agent. During the biennial period ending November 30, 1924, the number paroled was 62. During that period 6 were declared violators.

## XI

### COST

Data not available.

### COMMENT

1. While this is one of the smallest prisons in the country, the State is not a poor one and appropriations should



be made to bring the prison plant to a higher standard. In a few months under the present warden, the prison has been improved in many respects. It is apparent, however, that for some time the prison has suffered from neglect. The leaky roofs are an example of the state of disrepair into which much of the prison had been allowed to fall. The ordinary work of maintenance had been neglected to a point where it constituted a disgrace to the State. Such a policy is in the long run a costly one. It will require a substantial sum of money to bring the prison to a proper standard.

2. Much commendation is due the present administration for the progress made in a few months in correcting such conditions in the plant as can be corrected and in instituting a system of handling the prisoner which is sensible and rehabilitating in its effect. Common sense is the rule here to an unusual degree. There is a marked absence of useless and repressive rules, punishments are moderate but apparently effective, and some steps have been taken to give prisoners the community responsibility which fits them for the responsibility of citizenship. If carried to its logical conclusion, an effective inmate organization will be formed, which should be especially successful in a prison of this size and type.

3. The work of rehabilitation will be hampered here until industries are provided to keep all the men busy. There is not work enough for nearly half the men. This is uneconomical and harmful. The overall factory, although it is the type of industry that has no vocational value for men, is well run and is certainly better than idleness. An expansion of the farm work and the development of road work, so successfully carried on in California, appear to be logical ways of meeting the problem of idleness.

4. One cell house is good, and one so bad that it should be abandoned immediately.

5. The daily outdoor recreation and the swimming-pool are valuable in promoting physical and mental health. Giving the prisoners charge of both is a recognition of the value of training in responsibility.

6. It is generally agreed that women prisoners should not be kept in a prison designed primarily for men. The State should make some provision for transferring the women's section to a state institution for women.

7. There should be an educational program with the emphasis on courses having vocational training value. The cooperation of some departments of the State University and other educational institutions could perhaps be secured.

8. In general, while there is a great deal to be done at this prison, there is good reason for confidence that much progress will be made during the present administration.

## WINDSOR, VERMONT

Visited September 21, 1925.

The Vermont State Prison and House of Correction is situated in Windsor on one of the residential streets. As the town is small being surrounded by it is less of a handicap than in some states where the prison is in the heart of a large city. The prison has been located here since 1806, though the prison buildings date from 1882.

### I

#### GROUND AND PLANT

The buildings are of the "Elmira" type with the house of the warden in front, connected with the prison by a bridge. The prison wall, extending from the ends of the cell houses, encloses about two acres in which are located the workshops, commissary building and power plant.

**1. Housing**—Two cell houses on either side of the administration building contain 204 cells in four tiers. There is also a dormitory with 110 beds in an extension of the East cell house. It is provided with hot and cold water and toilets.

The cells, measuring approximately  $5\frac{1}{2}$  x  $7\frac{1}{2}$  and 7 feet high, have no running water or toilet convenience so that the old bucket system is still used. There is an electric light in each cell. The cell houses and dormitory are clean and well kept.

**2. Farm**—In the rear of the prison is a garden of 20 acres, and two miles away there is a farm of 400 acres owned by the State and 410 acres of rented land. In only a few prisons covered in this book does the farm appear to make as large a contribution to the dietary as in this prison.

## II

### ADMINISTRATION

**1. Control**—The Commissioner of Public Welfare who has charge of the five State institutions, including the prison, appoints the warden. The present Commissioner is John E. Weeks.

**2. Warden**—Ralph H. Walker was appointed superintendent (warden) in 1914. He had 12 years' previous experience in institutional work.

**3. Deputy**—J. W. McDermott has been warden (deputy) for 12 years. He had formerly been deputy sheriff of Windsor County for 15 years.

**4. Guards**—There are 8 keepers and 21 guards appointed by the superintendent without civil service requirements.

**5. Other Employees**—Other employees include a doctor, dentist, chaplain, clerk, stenographer and secretary, storekeeper and farm superintendent.

### 6. Salaries and Pensions—

Warden.....	\$3,399.96 quarters and maintenance
Deputy.....	1,500.00 quarters and maintenance
Guards.....	720.00 to \$900.00 quarters and maintenance
Chaplain.....	1,800.00 quarters and maintenance
Doctor.....	900.00
Shop foremen.....	900.00 quarters and maintenance
Clerks.....	840.00 to \$1,200.00 quarters and maintenance

There is no pension system.

## III

## PRISONERS

**1. Population**—On September 21, 1925, there were 283 prisoners. The biennial report for the term ending June 30, 1924, gives the following analysis of the 425 prisoners received at the state prison during that period:

**Ages:**

Under 20 years...	38	30 to 39 years...	103
20 to 24 " ...	136	40 to 49 " ...	40
25 to 29 " ...	72	50 and over....	36

**Nativity:**

Native-born...	348	Foreign-born...	77
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The 77 foreign-born were contributed by the following countries:

Canada.....	38
Italy.....	16
12 other foreign countries.....	23

**Race:**

White.....	415	Negro.....	10
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**Education:**

Illiterate.....	56	High school.....	66
Common school..	299	College.....	4

**Sentences:** All but a few of the men have been given indeterminate sentences.

There are 20 life prisoners.

**Death Sentence:** The method of execution in Vermont is electrocution; only one man has been executed in the last eleven years.

The following data is given in regard to the 396 prisoners

sentenced to the house of correction during the year ending June 30, 1924:

**Ages:**

Under 20 years...	36	30 to 39 years...	92
20 to 24 " ...	65	40 to 49 " ...	87
25 to 29 " ...	63	50 and over.....	53

**Nativity:**

Native-born...	294	Foreign-born...	102
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The 102 foreign-born were contributed by the following countries:

Canada.....	56	Poland.....	11
Italy.....	10	10 other foreign countries..	25

**Race:**

White.....	382	Negro.....	14
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**Education:**

Illiterate.....	62	High school.....	50
Common school..	283	College.....	1

**Sentences:** All men committed to the house of correction are on indeterminate sentences, and the average term is much shorter than that of state prisoners, many of them being sentenced for less than a year, and the longest sentence from 8 to 10 years.

**2. Classification**—There is no system of classification, but the prisoners are made up of two groups: those committed to the state prison and those committed to the house of correction. During the year ending June 30, 1924, 425 men were received at the state prison and 396 at the house of correction.

**3. Insane**—Insane prisoners are transferred by order of the State Commissioner of Public Welfare to the State Asylum at Waterbury.



## IV

## DISCIPLINE

1. **Rules and Regulations**—Under the present warden the idea and methods of discipline have changed materially. The rules are few in number and general in character.

Prisoners may write two letters a week and the rule in regard to visits is a liberal one.

2. **Punishments**—Loss of privileges is used largely as a form of punishment. This includes recreational, correspondence and tobacco privileges. Loss of "good time" is also used, and in more extreme cases men are put in solitary for from one to ten days, sometimes on a bread and water diet. Chronic trouble-makers are given a special examination by the physician.

Men punished lose five days "good time" allowed each month and the State compensation for the month, \$1.00.

## V

## HEALTH

1. **Hospital**—The hospital is sunny, clean and well-kept. It has a good dispensary and an operating room. The facilities and equipment may be adequate for so small a prison, but they are hardly up to the standard of modern prison hospitals.

2. **Medical Staff**—The Windsor doctor makes daily visits to the prison, but there is no resident physician. Dental work is being done in the office of a dentist in Windsor.

3. **Psychological Work**—There is none.

4. **Commissary**—The kitchen and mess hall are well

lighted and ventilated; the men are seated at either side of the tables and conversation is permitted after they are seated.

The kitchen and bakery are well equipped and the store-room, in a small building near the mess hall, is well equipped and kept.

**5. Baths**—The bath house is located in the basement under the mess hall. It has an ample number of showers. There is one bath period weekly for the general population, though garden and kitchen workers may bathe daily.

**6. Recreation**—The space available for recreation has been very greatly enlarged since the prison was visited in connection with the first Handbook. The men have a thirty minute period in the yard daily after the noon meal, on Saturdays from 12:30 to 5:00, on Sundays from 2:00 to 4:00, and all day on holidays. In addition to baseball, volley ball and other sports are used.

**7. Entertainments**—Moving pictures are shown Saturday evenings in the winter and occasional outside entertainments are given. Inmates stage one show a year to raise money for the purchase of athletic supplies.

## VI

### INDUSTRIES

**1. Workshop**—Since the prison was visited in connection with the first Handbook the old workshop has been remodeled and a large, modern fireproof addition built which, on the whole, gives working conditions that are up to modern factory standards on the outside.

**2. Character**—Aside from the farm the chief industry is the making of shoes on the contract basis. The contract is held by the Ascutney Shoe Company of Windsor. This company supplies the machinery, material and instructors; the State supplies the factory, heat, power and labor.

Prison clothing is also made by the inmates.

**3. Employment**—On September 19th, the prisoners were employed as follows:

Shoe shop.....	180	Maintenance.....	49
Farm and garden.....	41	Sick and unemployed.....	13

**4. Vocational Training**—Both the farms and the shoe shops may give some incidental vocational training, but there is no organized system of vocational training.

**5. Compensation**—The State pays the men \$1.00 a month. The 180 men working in the shoe shops are paid at the rate of 4 cents per pair by the company, in addition to the \$1.00 a month. Men working on the farm and garden are given ten extra days "good time" per month.

## VII

### EDUCATION

**1. Library**—The library contains about 4,000 volumes. Four books weekly may be drawn by an inmate. The State makes no regular appropriation for the upkeep of the library.

**2. School**—The school is located over the dormitory so that classes may meet in the evening during the winter months. Classes are conducted three evenings a week and work covers the lower grades. The teaching is done by inmates under the supervision of the chaplain.

**3. Other Courses**—There are none.

## VIII

### RELIGION

**1. Chapel**—The chapel is located over the mess hall. It is well lighted and ventilated. While used for moving

pictures and other entertainments, it is one of the most attractive prison chapels found in any prison covered in this book.

2. **Chaplain**—There is a resident Protestant chaplain.

3. **Services**—Two services are held every Sunday. Catholic services are supposed to be held at fixed intervals during the year, but none have been held regularly for several years.

## IX

### TRAINING IN CITIZENSHIP

The prisoners have no share in the responsibility for the affairs of the inmate community life.

## X

### PAROLE

There were 125 men paroled from the state prison and 221 from the house of correction during the biennium; 57 were declared violators and 57 were returned to the prison.

## XI

### COST

Gross cost from July 1, 1922	
to July 1, 1924.....	\$249,309.79
Earnings.....	86,816.18
Net cost.....	<u>\$162,493.61</u>

### COMMENT

1. Since the first Handbook was issued the prison yard has been extended and space for recreation greatly increased.

An addition to the workshop has been completed, giving working conditions which are up to modern factory standards on the outside.

2. Farm development in this prison is probably the best of any of the smaller institutions in the country. The contribution of the farm to a wholesome, economical dietary is very substantial. It also gives some vocational training.

3. The industries are on the contract basis, but in this contract many of the objections to the contract system have been avoided, with the exception of those inherent in the system. In some respects the system of Rhode Island is preferable. This is the only contract shop reported in this book at which the bonus is put on the proper basis, though the amount paid is inadequate. Instead of paying men for all over a certain task, the bonus applies as much to the first pair of shoes made in the morning as the last pair made at night. This basis of pay is fair and sound, but it should be developed so that the men are paid a fair wage. Additional comment on the contract system is made in the Introduction.

4. Since the present warden took charge of the institution some eleven years ago there has been a great improvement both in the management and spirit of the institution. The handling of the men has been intelligent and humane. It appears that this institution now has the kind of management and morale which would make an organization of the inmate body effective for the State and society.

## WALLA WALLA, WASHINGTON

Visited July 11, 1925.

The State Penitentiary of Washington was established at Walla Walla in 1886, when that was one of the largest towns of the state. The great increase of population west of the mountains and along the coast since that date makes the location geographically undesirable at present. More than 75 per cent. of the prisoners have to be transported from 300 to 400 miles, a great expense to the State and a hardship to the families of the inmates. The location will also prove a handicap in the development of useful industries.

### I

#### GROUND AND PLANT

A good administration building, with quarters for guards, stands in front of the prison wall; a passageway connects it with the barred door leading to the prison proper.

In the walled enclosure of about 23 acres are the cell houses and the commissary, built to form two quadrangles, one of which is used as an exercise court. Connected with the cell houses in the rear is the chapel. A long two-story building which houses the bakery and a number of small maintenance shops run parallel with the commissary wing. The old hospital building, now a dormitory for trustees, and the present hospital are the only other buildings in this part of the yard.



The prison enclosure is cut across by a wall about two-thirds of the way back. The smaller area contains a large industrial building, a one-story structure, and the recreation grounds.

Most of the prison plant, including the administration building and the cell houses, is of red brick.

**1. Housing**—There are five cell houses, containing in all 460 cells, on three tiers. The cells, 8 x 5½ and 7 feet high, have no plumbing, hence the old bucket system still exists.

Each cell has an electric light and two beds, one above the other. The beds have sheets, but straw-filled ticks take the place of mattresses.

Both lighting and ventilation of cells are reduced by the flat iron bars which cover nearly four-fifths of the door space.

The old hospital building, now a trustees' dormitory, quarters 56 men; a basement dormitory accommodates 14 more; and 13 men have quarters in a space between two wings of the cell house. Even with this arrangement, it is necessary to put two men in most of the cells.

**2. Farm**—The farm is hardly large enough to make a substantial contribution to the prison dietary. It consists of 160 acres, 100 available for crops.

## II

### ADMINISTRATION

**1. Control**—The State Director of Business Control, appointed by the Governor, has general charge of all state institutions. This office is at present filled by O. L. Olsen, at a salary of \$6,000 a year. He appoints the warden, and, with the approval of the Governor, may dismiss him.

**2. Warden**—The present warden is Clarence E. Long, who was appointed in June, 1924. He had been for four years a sheriff, and has had many years' experience in public office.

**3. Deputy**—The deputy, whose title is "Captain of the Guards," is N. L. Loveall.<sup>1</sup> He has been an employee of the prison since November, 1921.

**4. Guards**—There are 45 guards and turnkeys appointed by the warden. The guards work on eight-hour shifts; the turnkeys work twelve hours.

There is no civil service law.

**5. Other Employees**—The prison employs a doctor (part time), chaplain (part time), clerks, superintendent of auto-tag shop, stock man, and parole officer. Total number of employees 57.

#### **6. Salaries and Pensions—**

Warden.....	\$3,600 quarters and maintenance
Deputy.....	2,000 quarters and maintenance
Guards.....	840 to \$960 quarters and maintenance
Engineer.....	1,800 quarters and maintenance
Hospital steward and druggist.....	1,200 quarters and maintenance
Doctor.....	1,800
Chaplain.....	1,200
Auto-tag supt.....	3,000
Supt. clerk.....	1,800
Steward.....	1,200
Parole officer.....	3,000

There is no system of pensions.

### III

#### PRISONERS

**1. Population**—There were, on August 13, 1925, 927 prisoners.

The report for the biennial period ending September 30,

<sup>1</sup> S. E. Bunker has held this office since November 15, 1925.

1924, shows 775 men received during that period. An analysis of this group is contained in the following tables:

**Ages at time of commitment:**

Under 20 years...	36	40 to 49 years...	139
20 to 24 " ...	137	50 to 59 " ...	56
25 to 29 " ...	112	60 and over.....	24
30 to 39 " ...	271		

**Nativity:**

Native-born...	613	Foreign-born...	162
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The 162 foreign-born were contributed by the following countries:

Canada.....	30	Russia.....	10
England.....	15	Germany.....	9
Austria.....	15	25 other foreign countries..	70
Italy.....	13		

**Race:**

White...	708	Negro...	41	Other races...	26
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**Education:**

Illiterate.....	94	High school.....	139
Common school..	515	College, etc.....	27

**Sentences:**

Indeterminate...	738	Less than 5 years.....	5
		Between 5 and 10 years..	5
Determinate....	37	Life.....	20
		Insane.....	2
		Death.....	5

The method of execution in Washington is hanging. Three were executed during the biennial period ending September 30, 1924.

**2. Classification**—There is no system of classification of prisoners.

**3. Insane**—Upon recommendation of the prison doctor

the Director of Business Control orders the transfer of men adjudged insane to the state hospital.

**4. Women**—The women prisoners are housed in quarters outside of the prison proper. While their quarters are satisfactory a complete separation from the men's prison plant and management has proved to be in many states a much wiser arrangement.

## IV

### DISCIPLINE

**1. Rules and Regulations**—Printed copies of the rules are on display about the prison. The silent system is in force only in the mess hall and when prisoners are marching through the yard. A gun guard is stationed in the mess hall. No matches are allowed. A smoking lamp is passed from cell to cell. Newspapers are permitted. The men may write one letter a week, and others with special permission. The rule governing visits is flexible. Visitor and prisoner sit side by side on a bench in the lobby with a guard nearby.

**2. Punishments**—The usual punishments are loss of privileges (recreation, writing, purchase of groceries, etc.), solitary confinement in ordinary cells, solitary confinement in dark cells, and confinement in the "bullpen." The dark cells are in one of the cell blocks, and differ from the other cells only in that they are unfurnished and have solid iron doors.

The "bullpen" is a walled enclosure, 30 x 50 feet, in one corner of the yard. A number of ordinary cells open on the enclosure, which is bare except for a small garden plot. Here are confined chronic trouble-makers and men whose mental condition is bad, but not bad enough to warrant transfer to the state hospital. Confinement here is usually

for an indefinite period. The men have the freedom of the enclosure and receive the regular prison diet. The "bull-pen" is used for segregation rather than punishment in many cases.

Some men are confined in their own cells indefinitely. They receive the regular diet and may have books, but are not permitted to smoke.

Men confined in the dark cells receive bread twice a day and have all the water they want.

## V

### HEALTH

1. **Hospital**—The hospital is in a separate two-story building and appears adequate, although in upkeep it falls below the best prison hospital standard.<sup>1</sup> It contains wards, an operating room, drug room, offices, and bathroom. Except for the absence of X-ray apparatus, the equipment is complete.

2. **Medical Staff**—A local doctor is employed on a part-time basis. The prisoner who acts as hospital steward has had some medical experience. A local dentist comes on call.

3. **Psychological Work**—

(1) *Mental Tests*—Mental tests devised at the prison are given each prisoner on arrival. The results are used to some extent in discipline and work assignment.

(2) *Psychiatric Work*—There is no regular psychiatric work. The doctor examines special cases.

4. **Commissary**—The mess hall has a high ceiling. Long windows give abundant light, but the ventilation seemed

<sup>1</sup>Since the prison was visited the hospital has been renovated, and a licensed druggist has been employed as steward.

inadequate. The men are seated on both sides of the tables. A barred cage is provided in the mess hall for a gun guard.

The kitchen and the bakery are clean and orderly and adequately equipped.

The produce from the prison gardens and a dairy herd of 45 cows is used to supplement the diet. Butter is served occasionally, and milk regularly with cereals, coffee, etc. Prisoners may purchase limited grocery articles, which are kept in the mess hall and brought to them at the tables.

**5. Baths**—There are 44 showers in the bath house. One bath a week is required; kitchen men may bathe daily.

**6. Recreation**—There is sufficient yard space for a full sized baseball diamond. There is also a small court or quadrangle enclosed by the main buildings. There the "idle men" exercise during most of the working hours. They must keep walking.

The prisoners are allowed in the yard Saturday and Sunday afternoons from 1:00 to 3:30, both summer and winter. The prison team plays outside baseball teams twice annually. Other teams inside the prison play each other.

**7. Entertainments**—Moving pictures are shown once a week. Various lectures, concerts and entertainments are given by outsiders, and once a year the prisoners stage a show for outsiders; the receipts go into the amusement fund.

## VI

### INDUSTRIES

**1. Workshops**—The main workshop is in the yard, cut off from the prison proper by a wall. It is a one-story structure of a type common for industrial purposes, and the working conditions in it are up to modern factory standards.



There are a number of small shops in the building adjoining the commissary wing. The lighting and ventilation in all appeared to be good.

**2. Character**—Under the state-use plan, auto license plates are made for the State, and shoes and clothing for the prison and other State institutions. The jute mill has not been operated for some time, the machinery being practically worn out.

**3. Employment**—The 927 prisoners, 27 of whom are women, are employed as follows:

License plate mill.....	110	Construction work.....	10
Shoe shop.....	43	Maintenance.....	308
Tailor shop.....	55	Idle, unassigned, under	
Sock factory.....	8	punishment, band, etc..	300
Farms dairy.....	93		

**4. Vocational Training**—There is some incidental vocational training in the work done in the prison maintenance shops.

**5. Compensation**—There is none.

## VII

### EDUCATION

**1. Library**—The library, supervised by the chaplain, contains some 15,000 volumes. Support for the library comes in part from the amusement fund (consisting largely of profits from the sale of groceries to the prisoners.)

**2. School**—School is held in the mess hall, all year round. Classes meet three evenings a week, from 6:00 to 8:00; attendance is voluntary.

The school is supervised by the superintendent's clerk who uses twelve inmate teachers. The work of the first eight grades is covered, and special courses are also given in such subjects as penmanship, shorthand and dairying.

3. **Other Courses**—Fifteen men are studying correspondence courses.

## VIII

### RELIGION

1. **Chapel**—The chapel, joined to the cell blocks by a walled passage, is large, well lighted and ventilated. It has a stage, and is used for entertainments, as well as for religious services.

2. **Chaplain**—There is usually a full-time chaplain, but at present a local minister on a part-time basis is the only chaplain.

3. **Services**—Protestant services are held every Sunday morning and Catholic and Christian Science services once a month. A moving picture show follows the service.

4. **Other Agencies**—Christian Science services are conducted once a month.

## IX

### TRAINING IN CITIZENSHIP

There is no training in the responsibilities of citizenship by inmate community organization.

## X

### PAROLE

A parole board of three members, and a parole officer with an assistant, handle the parole work of the penitentiary and the reformatory. The board has power to parole at the expiration of the minimum sentence.

The parole officers help men find employment and keep in touch with their movements during the parole period.

During the biennium ended August 31, 1924, this institution had 603 men paroled, 46 of whom were declared violators, and 31 were returned.

## XI

### Cost

The gross cost to the State during the 23 months ending February 28, 1923, was \$377,865.29.

The license plate shop has saved the State about \$50,000 in three years.

### COMMENT

The location of the prison is a serious handicap. Most of the prisoners come from the great centers of population along the coast and the State must pay their transportation to and from the prison, a not inconsiderable addition to the regular cost. The location makes freight rates high and handicaps the industrial development. The location may be responsible in part for the apparent neglect to develop industries and the failure to keep the building program up to the increase in population, because a majority of the people of the state never see the prison and have little personal knowledge of what their prison is like.

The grounds outside the prison are large and unusually attractive. The work shop, a large modern factory building, gives good working conditions so far as lighting and ventilation are concerned.

The kitchen and mess hall are adequate and well cared for.

One or two fans in the windows of the mess hall would no doubt remove the odor here as it has done in other prisons.

There are three respects in which the prison is open to

serious criticism; the overcrowding, the lack of industries and the rigid and repressive discipline.

There were only 460 cells for 1,000 prisoners. The cells have no plumbing. The bars of the cells are flat and cover about 80 per cent. of the surface of the door. In almost all of these poorly lighted and badly ventilated cells two men have to be quartered and as there is no work for many of them they are locked in at all times except for meals and two hours in an exercise yard daily. There are 27 men in two dormitories, one of which is in a basement. The old hospital building houses 56 trusties. In few prisons covered in this book is the overcrowding more serious and in none of them is there less apparent effort made to reduce to a minimum the evils inherent in such a condition.

Unless there is good reason for believing that the number of prisoners will soon decrease very materially immediate measures should be taken to increase the capacity of the prison by additional cell houses or dormitories.

Of the 1,000 prisoners only 318 were employed on production labor, (on the farm 85, auto plate 110, shoe 43, tailor shops 55 and new construction 25). There were 440 men assigned to maintenance and 242 men were an idle company. Such a condition places an intolerable burden on officials and inmates; on officials because it intensifies the always difficult task of administration; on inmates because enforced idleness or semi-idleness under such living conditions is utterly demoralizing; and on the State both by an unnecessary tax burden and by defeating so largely the purpose of imprisonment.

Several states no more progressive than Washington have developed their prison industries so that the cost of the prison is covered including a wage to prisoners.

The industrial condition here is a disgrace to the state and is recognized as such by state officials. The condition should not be continued chiefly because some private indus-

tries put stumbling blocks in the way of the necessary legislation.

The results of the twin evils of overcrowding and lack of industries are intensified by a system of discipline that is rigid and repressive. The routine for the prisoners is unusually monotonous and rigid as compared with that of more progressive prisons. The use of the "bullpen" for "semi-nuts" and trouble-makers gets these men out of the way but tends to demoralize the individuals still further. It does not have one element of a constructive program.

The officials are not responsible for overcrowding or the lack of industries. But they have not minimized these evils by the only method available to them: a full development of out-of-door exercise and recreation daily, and an educational program of greater variety as well as more intensive work. By these means some freedom and variety might replace the monotony, and the standard of mental and physical health be raised.

The overcrowding, lack of work and monotonous regime cannot make good citizens. It is doubtful if it can even make good prisoners.

## MOUNDSVILLE, WEST VIRGINIA

Visited October 6, 1925.

Land for a state prison at Moundsville was purchased in 1866 and two years later the administration building and one cell house were built.

### I

#### GROUND AND PLANT

The wall around the prison, the administration building and the two cell houses are constructed of hand-cut sandstone. The grounds in front of the prison are attractively planted and kept. Within the wall the space is nearly all occupied with brick buildings of different types and for various purposes. A small amount of space directly behind the administration building is used for recreation purposes.

1. **Housing**—The two cell houses contain 840 cells on four tiers. The cells are all 7 feet high and 5 feet wide; 368 of these are only 7 feet long, the balance are 8 feet. The cells have plumbing of a rather primitive type. The bed is a straw-filled tick with blankets. The men are given considerable freedom in furnishing their cells. The cell houses are fairly well lighted and ventilated and a good standard of sanitation is maintained, construction considered. There are no dormitories.



2. **Farm**—There is a  $3\frac{1}{2}$  acre garden and a 412-acre farm a mile from the prison. Both are cultivated intensively and the products used in the prison, but for the present population of the prison a larger acreage is urgently needed.

## II

### ADMINISTRATION

1. **Control**—The State Board of Control in charge of all public institutions consists of three members appointed by the Governor for a term of six years at a salary of \$5,000 per annum. The members are:

J. S. Larkin, President  
J. Walter Barnes, Secretary  
C. A. Jackson.

This board visits the prison regularly and is responsible for the general policy. They do the purchasing but the warden is appointed by the Governor and confirmed by the Senate.

2. **Warden**—S. P. Smith was appointed warden in June, 1923, for a term ending July 1, 1927. He had been a sheriff and a state banking commissioner.

3. **Deputy**—C. K. Adams was appointed deputy in June, 1923. He has had 15 years' experience as a prison official and had previous to his present appointment served in the same capacity.

4. **Guards**—There are 57 guards appointed by the warden. The average day's work of the guard is 11 hours.

5. **Other Employees**—There are 13 other employees, among them the doctor, chaplains, farm superintendent and clerks in the warden's and business offices.

**6. Salaries and Pensions—**

Warden.....	\$5,000 quarters and maintenance
Deputy.....	3,000
Guards.....	1,500
Doctors (part time) ..	2,480
Chaplains.....	600 to \$900
Farm supt.....	1,320 and residence

There is no pension system.

## III

## PRISONERS

**1. Population—**There were on October 1, 1925, 1,821 prisoners. The report for the year ending June 30, 1924, shows 796 prisoners received during that year and gives the following information in regard to them.

**Ages:**

Under 20 years...	96	40 to 49 years...	91
20 to 29    "    ...	365	50 and over.....	59
30 to 39    "    ...	185		

**Nativity:**

Native-born...	725	Foreign-born...	71
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The 71 foreign-born were contributed by the following countries:

Italy.....	29
Austria.....	11
13 other foreign countries.....	31

**Race (total population June 30, 1924):**

White.....	1094	Negro.....	528
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**Education:**

Illiterate.....	386	High school.....	35
Common school..	373	College.....	2

**Sentences:**

Indeterminate...	46	Under 5 years.....	536
		Between 5 and 10 years..	116
Determinate....	750	" 11 " 20 " ..	53
		" 25 " 50 " ..	15
		Life.....	29
		Death.....	1

Death sentence: Six men have been executed by hanging during the biennial period ending June 30, 1924.

**2. Classification**—There is no classification of prisoners.

**3. Insane**—Men adjudged insane are ordinarily transferred to the state hospital but some are held at the prison.

**4. Women**—There are 70 women prisoners confined in a separate section of the yard. Quarters and yard space are not adequate. Forty women work at contract labor. These women should be cared for in some state institution for women.

# IV

## DISCIPLINE

**1. Rules and Regulations**—A printed booklet of rules is supplied. The rules are divided into 13 general sections dealing with different parts or departments of the prison. No long detailed list of offenses is given. One letter a week is permitted. Visits are limited to 20 minutes twice a month.

**2. Punishments**—Minor cases are punished by loss of entertainment and yard privileges. Men so punished have a red cross marked over their cell. More serious infractions of discipline are punishable by confinement in a dark cell. Men so confined are cuffed to the wall from 1 to 9 hours daily so that they cannot sit or lie down. In some cases the regular prison ration is given; in others bread and water. Men are confined in these cells from 6 to 24 hours.

Prisoners who cannot be disciplined are confined in their cells indefinitely.

## V

### HEALTH

1. **Hospital**—There are two hospitals, a general and a tubercular. The latter is apparently of more recent construction and is better arranged and kept. The general hospital while large enough does not in upkeep or equipment compare favorably with the better prison hospitals.

2. **Medical Staff**—Two local physicians are retained on part-time basis.

3. **Psychological Work**—There is none.

4. **Commissary**—The mess hall on the ground floor of the chapel building, has a high ceiling and whitewashed walls. It is well lighted and the ventilation is improved by fans distributed at regular intervals throughout the room. The men sit at tables all facing one way. The tableware is aluminum. The room formerly used as a kitchen has been turned into space for more tables. Even with this addition the seating capacity is only 1,100 so that two sittings are necessary at every meal. The kitchen is crowded into a small room formerly used for a store house. After the noon meal the men are permitted to sit at table and smoke and talk for ten minutes. Considering the construction of the building a very good standard of sanitation is maintained.

The farm contributes to the variety and wholesomeness of the diet. Once a month the prisoners are permitted to purchase groceries.

5. **Baths**—There are 53 shower baths in the basement room adjacent to the room used for laundry purposes. One bath a week is given to the general population.

6. **Recreation**—Men are given one hour in the yard daily

from 5:30 to 6:30; Saturday afternoons are free, and Sundays and holidays most of the day. The yard space is restricted but in the space available baseball and basket ball are played and boxing matches are held frequently.

**7. Entertainments**—Moving pictures are shown each week to part of the population; white and colored men alternate as the hall will not seat the entire population. On holidays two shows are given. The inmates stage a minstrel show two or three times a year.

## VI

### INDUSTRIES

**1 Workshops**—The workshops are brick buildings three stories high. They are built on one side of the yard and are parallel to each other. The upper floors are reached by outside stairways. These buildings are old, dating back to 1870, and not up to modern factory standards, but electric fans improve the ventilation in the most crowded shops. While the space in some of the shops is adequate in others the overcrowding is a very serious handicap.

**2. Character**—All the industries are on the contract basis. There are three firms holding such contracts: Klee-son Company making trousers, J. C. Bardall Co. making brooms and whips, and Gordon Shirt Company making shirts. The first two are Moundsville firms. Gordon Shirt Company is a subsidiary of the Reliance Shirt Company of Chicago. The working day is nine hours.

### 3. Employment—

Tailor shop.....	487	Farm and gardens.....	40
Shirt shops.....	511	Maintenance.....	245
Broom and whip.....	204	Sick, aged and under pun-	
Road camps.....	173	ishment.....	134
Coal mine.....	27		

4. **Vocational Training**—The industries have little or no vocational training.

5. **Compensation**—The State is paid for the first task; the prisoner is paid at the same rate for all work done in nine hours in excess of the task. About 60 per cent. of the men working in the shop earn some money in this way. From August 3, 1924, to September 1, 1925, the total bonus was \$42,257.76. Men working on maintenance receive no pay.

## VII

### EDUCATION

1. **Library**—The library containing about 3,000 volumes is housed in the end of the school room. In number and variety of books it is considerably below the standard of prison libraries.

2. **School**—School is conducted five evenings a week from 6:00 to 7:00 P.M. Work is given from the first to the eighth grade. Attendance is compulsory for illiterates. The school rooms are on the second floor across the hall from the chapel. The prison chaplain is responsible for the organization and supervision of the school. Twelve inmates are selected as teachers.

3. **Other Courses**—There are none.

## VIII

### RELIGION

1. **Chapel**—The chapel, located directly over the mess hall, has a seating capacity of only 900. It is used for entertainments as well as religious services. As the seating capacity is inadequate for the present population the white and colored inmates attend on alternate Sundays. The



lighting and ventilation are fair. One feature, rare in prison chapels, is a pipe organ.

**2. Chaplain**—There are two part-time chaplains.

**3. Services**—The Protestant chaplain has charge of the services three Sundays a month and the Catholic chaplain the fourth. Those who do not attend must remain in their cells until after service.

**4. Other Agencies**—Representatives of different organizations assist in conducting the regular Sunday morning services.

## IX

### TRAINING IN CITIZENSHIP

There is no training for the responsibility of citizenship.

## X

### PAROLE

Paroles are granted by the Governor upon recommendation of the Parole Board and approval by Pardon Attorney. During the biennium ending June 30, 1924, 129 men were paroled; 6 were returned for parole violation. During the same period 1,032 were discharged after completing their sentences.

## XI

### COST

Gross cost for the year ending June 30, 1924.....	\$286,459.25
Earnings.....	<u>271,423.04</u>
Profit.....	15,036.21

## COMMENT

1. The present administration gives evidence in many ways of a grasp of the prison problem and of a desire to make the prison a useful institution. However the administration is severely, if not hopelessly, handicapped by a plant that is out of date and outgrown, by its system of industries and by the prison standards apparently accepted by the State.

The plant, dating back to 1868, meets scarcely a single standard of a modern prison. The cell capacity is only about half of that needed by the present population. There is no space inside the present walls for new cell houses. The plumbing in the cells was primitive in design and inferior in quality when it was put in. It should be replaced by plumbing of modern design and good quality. Mattresses for the bunks should take the place of the straw ticks.

The commissary is very crowded and the kitchen space quite inadequate. The bathroom and laundry should be separated and each housed in buildings that can be ventilated and properly kept. The general hospital falls far below the better prison hospitals in arrangement, upkeep and equipment. The chapel and schoolrooms need renovating and redecorating. The workshops are very crowded. The yard space available for recreation is utterly inadequate for the present population. In short the whole plant is not only old but much of the construction was crude in the first place with the result that the problem of upkeep is a difficult and expensive one. The officials are making the best of the situation. Fans in the mess hall and shops improve the ventilation. A few placed in the window frames would materially improve the conditions. Considering the type of construction and the overcrowding a good standard of sanitation is maintained in most of the prison.

The entire plant needs a thorough overhauling. The yard space should be increased by moving back the rear wall, or building a recreation yard outside the present walls. The need for additional farm land has been urged by the warden in his report.

The State should not expect to bring its prison up to modern standards out of the current earnings of the prison but should make at once adequate provision for that purpose.

2. The industrial system is based entirely on contracts. In only one other large prison covered in this book does the contract system still dominate the industries to the extent that it does here.

The significance of the place the contractors have in the prison is suggested by the following quotation from the Rules for the Governing of the Inmates—"Prisoners assigned to the shops must do such work and in such a manner as the foreman in charge may direct. The prison officials will not undertake to say where a prisoner shall work in a certain shop." The foreman represents the contractors and is paid by and responsible to them. He is interested in production for the company. He is not a State employee, yet the officials of the State turn over to him the 1,202 prisoners working for nine hours a day in the contract shops. Theoretically the State is represented by the guards. In reality under such conditions as the quotation indicates the guard is the disciplinary officer of the company's foreman.

Many abuses are commonly charged to contract labor that are not inherent in the contract system as such but are a result of prison management. But here the State has abdicated to a large extent in favor of the contractor's representatives. This is exactly the arrangement that has brought about many of the evils that may be justly charged to the contract system.

It is difficult to believe that if the needs of the prison plant and of a proper industrial system were convincingly

placed before the people of the state, support would not be found to remedy these conditions. Despite the fact that the prison shows a slight profit in its financial statements, and notwithstanding the intelligence and interest of its warden, the conditions in the prison plant and industrial system are such that a morale can hardly be hoped for that will make the prison a really useful institution to the State and to society.

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The following statement is Warden S. P. Smith's comment on the above report:

We want to thank you for the copy of your Comment on our prison, which is a splendid report; fair and accurate with possibly the one exception caused by our small book of rules furnished the prisoners being indefinite. I refer you to page 10, section 2, 2nd paragraph of your Comment, dealing with "Prisoners assigned to the shops." Tasks that prisoners are to perform are designated by the Board of Control acting with the Warden. The prisoner is assigned to the contractor, who in turn places him on certain work in one of the shops. In our book of rules which is furnished to all officers and foremen, on page 37, under the caption of "Rules for Contractors and Foremen" is the following—

1. Contractors, their agents and foremen, shall hold no intercourse with any of the convicts other than those employed to superintend their work. They shall not be allowed to converse with convicts except when necessary to give them proper instructions, and under no circumstances will they be allowed to talk upon any subject not pertaining to their work.
2. No foreman shall be employed by contractors within the penitentiary without first obtaining the consent of the Warden.
3. The chief duty of a foreman is to instruct and direct convicts in that particular branch of business to which they are assigned, and to do so in a mild but firm and dignified manner.

4. Foremen are not employed for the purpose of governing or disciplining convicts. Therefore, it is not necessary that they should use force or threatening language in the discharge of their duties, and the use of threatening language under any circumstances is strictly prohibited, also the use of force, except in cases of self-defense, in the defense of others, or to preserve the peace of the institution and maintain the safe custody of the convicts.

5. When a convict wilfully or through negligence disobeys the instructions of a foreman or uses threatening, defiant or abusive language, or commits any other act or breach of discipline endangering the peace and safety of the institution, it shall be the duty of the foreman to immediately report the same to the guard in charge.

Referring you to our small book of rules for prisoners, section stating, "The Prison officials will not undertake to say where a prisoner shall work in a certain shop." This is put in the rule book for the reason that the prisoners are continually requesting that they be placed on different jobs, not being satisfied. Sometimes it is to get nearer another prisoner; sometimes they think they can get an easier job; and in a great many cases prisoners are better adapted for a given task than for another.

## WAUPUN, WISCONSIN

Visited June 25, 1925.

The Wisconsin State Prison is at Waupun, a town of 4,000 situated about 50 miles northwest of Milwaukee. The prison was begun in 1851. It is built of yellow sandstone quarried on the prison site.

### I

#### GROUND AND PLANT

The prison wall encloses 23 acres. The administration building, with cell blocks on either side, is set back some distance from the street. The yard in front is walled in, but the wall is broken rather attractively by high iron-work arches.

Most of the buildings, though erected at different times, are of the same yellow sandstone. The result of this uniformity of building material is a rather effective group of buildings.

**1. Housing**—There are three cell blocks with a total of 680 cells. One cell block, the newest, is a very good one; the second is fair; the third, an old one, is typical of the prisons built 75 years ago and is not fit for human habitation. It is lacking in all the requirements of a modern cell block. There is a fourth cell house from which the cell block has been torn out. By enlarging the windows and buildings in modern cells the capacity of the prison may be



increased nearly one-fourth at a comparatively small cost. When this is done the use of the other old cell house should be discontinued until the old cell block is torn down and modern cells built in.

**2. Farms**—The farms include about 1,200 acres on which an unusual amount of all kinds of foodstuffs is raised for the prison.

## II

### ADMINISTRATION

**1. Control**—The control is vested in the State Board of Control, which has charge of the state penal and correctional institutions. This board is composed of three members who give their entire time to the work and are paid a salary of \$6,000 a year. The members are as follows:

John J. Hannon

Grant C. Haas

Margaret Hutton Abels.

**2. Warden**—The warden is Oscar Lee, a normal school graduate and for twelve years a teacher. He has had several years' experience as parole officer of an industrial school for boys, as superintendent of the State Industrial School and as superintendent of the State Reformatory. He became warden in March, 1924.

The warden is appointed for a term of one year.

**3. Deputy**—The deputy warden is Guy Taft, who has been an employee of the state prison for 21 years, first as a wall guard and later in higher positions. Since 1918 he has been deputy warden. During this period he held for some time the position of acting warden.

**4. Guards**—There are 44 guards appointed by the warden from civil service lists, though men not on such lists may be appointed, provided no list is available.

The guards in most cases work from eleven to twelve hours a day.

**5. Other Employees**—Other employees are as follows: 2 assistant deputy wardens, doctor, chaplain, parole officer, night captain, director of music (part time), superintendent of construction (part time), 3 superintendents of industry, 3 shop foremen, 5 agricultural overseers, storekeeper and printer, 3 engineers, tailor, foreman and guard, chef, and an office force of 9.

**6. Salaries and Pensions—**

Warden.....	\$5,000 quarters and maintenance
Deputy.....	3,200 quarters and maintenance
Night captain.....	1,560
Guards.....	1,068 to \$1,440
Doctor (part time)...	1,200
Chaplain.....	1,625.04
Chaplain (part time).	5 per service
Director of music (part time).....	900
Supt. of industries...	1,800 to \$3,000
Supt. of construction.	1,700
Agric. overseers.....	1,320 to \$2,100
Shop foremen.....	1,185 to \$1,800
Tailor foreman and guard.....	1,800
Engineers.....	1,620 to \$2,700
Chef.....	1,800
Storekeeper and printer.....	1,800
Parole officer.....	2,100
Office workers.....	780 to \$2,780
Supt. of city schools (part time during school year).....	1.00 to \$2.00 per hour

There is no pension system.

## III

## PRISONERS

**1. Population**—There were, on July 25, 1925, 819 prisoners.

The report for the biennial period ending June 30, 1924, shows 538 prisoners received during that period. An analysis of this group is contained in the following tables:

**Ages:**

Under 20 years...	28	41 to 50 years...	87
20 to 30 " ...	190	50 and over.....	60
31 to 40 " ...	173		

**Nativity:**

Native-born...	412	Foreign-born...	126
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The 126 foreign-born were contributed by the following countries:

Austria.....	18	Norway.....	7
Italy.....	14	Sweden.....	7
Germany.....	12	Lithuania.....	6
Finland.....	12	Russia.....	8
Poland.....	12	11 other foreign countries..	20
Canada.....	10		

**Race:**

White...	505	Negro...	21	Other races...	12
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**Education:**

Illiterate.....	46	High School.....	36
Common School....	450	College.....	6

**Sentences:**

Indeterminate.....	None	Indeterminate sentence law became effective July 1, 1925	
		Under 5 years.....	392
		Between 5 and 10 years....	98
		" 11 " 20 " ....	31
		" 21 " 30 " ....	7
		35 and over.....	1
		Life.....	9
Determinate.....	538		

Death sentence: Capital punishment was abolished in Wisconsin in 1853.

**2. Classification**—There are three grades of prisoners. All men enter in first grade and are reduced to second and third for infractions of the rules. Second grade prisoners can regain first grade in 30 days; third grade prisoners in 90 days. On June 25th there were 8 men in second grade and 4 in third grade. Men in the second and third grades wear striped suits; men in third grade also wear a red band on the sleeve of the coat.

**3. Insane**—Insane prisoners are transferred to the state hospital for the insane on recommendation of the state board, acting as a lunacy board.

**4. Women**—Quarters outside the wall of the men's prison are provided for the 31 women prisoners. They are in charge of matrons, but under the supervision of the warden.

While their quarters are fairly adequate and clean, the women should be cared for in a wing or section of the state institution for women.

## IV

### DISCIPLINE

**1. Rules and Regulations**—There are printed rules for both officers and inmates. The silent system is in force at all times, with the exception of the recreation periods. Inmates are forbidden to look at visitors and if not at work are required to face the wall with folded arms when visitors pass. Prisoners in first grade may write one letter every two weeks, second grade prisoners one a month, and third grade none. First grade prisoners are permitted one visit a month, but not on Saturdays, Sundays or holidays. Visits are held in an unscreened room, with a guard nearby.

**2. Punishments**—The most severe punishment is solitary confinement in a special group of isolated cells on a bread and water diet; wearing stripes; sleeping on a board bed,

and, in the case of dangerous prisoners, shackled by one wrist to a sloping bar which permits standing or lying close to the wall. This is usually for three to six days. Other punishments are solitary confinement in the old cell block, loss of "good time" and reduction to second or third grade, which involves loss of privileges and the wearing of stripes. The solitary cells are semi-light and not badly ventilated. The deputy warden handles all cases of discipline.

## V

### HEALTH

1. **Hospital**—The hospital on the second floor over the bath house, is clean and well cared for. It contains several wards, a small operating room, a kitchen and dining room, and cells for the observation of mental cases. The latter should not be in such close proximity to the rest of the hospital, as men are often held there for some time even after declared insane by the lunacy board. The tubercular ward needs outside rooms for proper treatment.

As a whole, the hospital does not measure up, in upkeep or equipment, to the better prison hospitals, many of which are similarly handicapped by being housed in buildings as old and as little adapted to such purposes as this.

2. **Medical Staff**—The prison physician divides his time between the prison and the Central State Hospital, which is nearby. Various dentists, paid by the State, do the dental work.

### 3. Psychological Work

(1) *Mental Tests*—All men are given the Stanford-Binet tests by a doctor of the state board. So far the results of these tests have been related to but few of the prison problems, with the exception of parole.

(2) *Psychiatric Work*—This phase of work has not been developed to any adequate degree.

**4. Commissary**—The mess hall is large and fairly well lighted and ventilated. The tables are clean, though old, and the men are seated all facing one way. The kitchen, located in a semi-basement, greatly needs rebuilding and overhauling, for which an appropriation has been made. This is also true of the storerooms.<sup>1</sup>

The farm is an unusually large factor in the prison diet. All the vegetables and all meats, except part of the beef, are products of the farm. In addition to making possible a good dietary it is economical.

**5. Baths**—The bath house has 42 showers. One bath weekly is required, but men working in the commissary and several other departments may bathe three times a week.

**6. Recreation**—The space available for recreation is fairly adequate. The hours for recreation in summer are from 1:00 to 4:30, on Saturdays and Sundays, and from 8:00 till noon on holidays. In winter the men are given about the same time in the open space in front of the cells in the cell house. Baseball and pitching horse shoes seem to be the only games played. Smoking is not permitted in the yard during recreation periods.

**7. Entertainments**—From September to June one moving picture show is given weekly. Occasional lectures and outside shows are given. There is a good inmate band and orchestra.

## VI

### INDUSTRIES

**1. Workshops**—Most of the shops, except the dye shop of the knitting plant, are good. The twine shop, which is the newest, compares favorably with modern factory standards.

<sup>1</sup> Both kitchen and storeroom are now in process of reconstruction and will be completed about July 1, 1926.



**2. Character**—The main industry at Waupun is the manufacture of hosiery under the contract system. The Bear Brand Knitting Company of Chicago, Illinois, supplies machinery, raw material and foremen and pays the State at the rate of \$1.50 a day for each of the first 200 men supplied, and \$1.25 each for all above that number. Other industries manufacture for state use and for sale in the open market.

**3. Employment**—The distribution of labor on June 25, 1925, was as follows:

Hosiery shop.....	327	Cannery.....	39
Twine plant.....	90	Gardens.....	24
Auto plate shop....	18	Farms.....	76
Tailor shop.....	20	Land clearing.....	10
Shoe shop.....	28	Maintenance.....	163
Lime burning plant.	8	Idle.....	16

**4. Vocational Training**—The industry employing the most men has no vocational value, as in outside shops such work is done by women. The farm and a few of the other industries give some vocational training.

**5. Compensation**—Most of the prisoners receive compensation, charged usually to the cost of production of the industries. In the hosiery shop the contractor pays the compensation in the form of a bonus for everything over a task agreed to by the warden. Here men get as high as \$1.50 a day, the average earnings being about 30 cents a day. In the binder twine plant and other shops the usual earnings are 15 to 50 cents a day. Most of the men engaged in maintenance receive nothing. Men on the farms are not paid, but are given five days' extra "good time."

## VII

### EDUCATION

**1. Library**—The library contains 5,000 volumes. Magazines are purchased totaling about 250 copies a month.

Funds are obtained from the fees paid by sightseers, some 20,000 of whom go through the prison annually. The chaplain has charge of the library.

**2. School**—The school is supervised by the principal of one of the Waupun schools. About 20 inmate teachers are used. School is held in the chapel from 7:00 to 8:00 A.M. Eight grades are covered, with some state university extension work for higher grades. From 120 to 140 men attend school.

**3. Other Courses**—Extension courses of the state university and other correspondence courses are purchased by about 85 men.

## VIII

### RELIGION

**1. Chapel**—The chapel, used also for a school and auditorium, is on the top floor of the administration building. It is adequate in size, and well lighted and ventilated.

**2. Chaplain**—There is a full-time Protestant chaplain and a visiting Catholic priest.

**3. Services**—Services are held each Sunday morning. The regular chaplain holds services twice a month, a Lutheran clergyman and a Catholic priest each once a month.

**4. Other Agencies**—A Christian Science service is held once every two months. Members of the Salvation Army make occasional visits.

## IX

### TRAINING IN CITIZENSHIP

With the possible exception of a course in civics given in the school there is no training in the responsibilities of citizenship.

## X

## PAROLE

There is a full-time parole officer. Prisoners are paroled to individuals by the State Board of Control on recommendation of the warden. They report by mail once a month and are visited by the parole officer. In the biennial period 1922-4 the number paroled was 153. Of this number, 13 were declared violators and were returned by the parole officer. Three others returned voluntarily.

## XI

## COST

Total earnings from industries, farms, etc., for year ending June 30, 1924.....	\$796,938.19
Gross cost.....	<u>795,724.61</u>
Net profit.....	\$1,213.58

## COMMENT

I. This prison furnishes interesting illustration of what can be done in remodeling old prison buildings and bringing them up to modern standards. In one of the old cell houses the original cell block has been torn out and a modern one built in. The windows have been enlarged so that the cell house is now thoroughly modernized. In a second cell house the cell block has been torn out but the new cells have not been constructed. In the third cell house nothing has yet been done. This should be condemned and remodeled in the same manner as the first. Appropriations have been made for modernizing the kitchen and some of the store rooms which are unsanitary and badly located.

When these improvements have been completed Wisconsin will have made a modern prison plant from an old one.

2. The industrial system at Waupun has reached a high level of efficiency and the prison in consequence is one of the few in the country that are practically self-supporting. Working conditions in the shops, with the exception of the dye shop, approximate outside standards. The compensation granted prisoners in the industries is in line with the best prison policy. This compensation ranges from 25 cents to \$1.00 a day. It should, however, apply to prisoners employed on the farms and in maintenance, as well as in industries.

3. It is unfortunate that the most profitable industry, the hosiery plant, is on the contract basis. The contractors pay an unusually high price for the inmate labor and the warden does not relinquish control over the inmates. Waupun is free from the worst features of the contract system. This state receives a higher pay for prison labor from the contractor than any covered in this book.

4. The second largest industry at Waupun is the twine plant. As at Minnesota and other prisons in this region, the twine industry is on the state-account plan, the basis on which the most effective prison industries in the country are today.

5. The farms are highly developed and help both to improve the quality of the prison dietary and to keep down the cost. As they are operated they have considerable vocational training value.

6. In accordance with a generally accepted principle the men's prison and the women's prison should be entirely separate in plant and management. The women at Waupun should be transferred to a separate part of a state institution for women. Good use could be made of their present quarters in dealing with special groups such as those whose mentality unfits them for life in the main prison.

7. The use of a school man and a music director from the city is a good feature of the Wisconsin prison. Too many prisons rely on inexpert direction of their educational work although trained school men are usually available.

8. The practise here of appointing the warden for only one year is an unusual one, and not in line with prison practise throughout the country. In view of the difficulty certain states have in removing wardens under indefinite appointments, a definite term may be desirable. It is obvious, however, that such a short term causes a feeling of instability that is not conducive to the development of progressive policies which may take years to execute.

9. The progress along industrial lines at the Wisconsin prison has not been accompanied by similar progress in the method of handling the prisoners. Throughout the prison there is an atmosphere of repression felt as strongly as in any prison described in this book. This is largely due, no doubt, to the silence rule and the rule forbidding inmates to look at visitors. The former rule holds from Sunday night to Saturday noon. The silent system was abandoned in all but a few prisons long ago as unnecessary and unenforceable. The result of the Wisconsin rule against looking at visitors is that every visitor to the prison shops is a target for furtive glances from half-raised eyes. This is in marked contrast to the atmosphere of most prison shops where the prisoners are required only to act like workmen in ordinary shops.

In parts of the prison inmates must face the wall as visitors pass. In the punishment cells the prisoners wear stripes and may be shackled to the wall by one wrist.

There is no reason for believing that Wisconsin has a type of prisoners so much worse than other prisons that such rigor is necessary. It is hard to see how unnecessary and unnatural repression can be good training for emergence into society.

The present administration of the Wisconsin prison in-

herited a partly remodeled prison plant, an effective industrial system and a general system of discipline that is repressive. The new administration is completing the remodeling of the plant. It is continuing the industrial system but recognizes its defects. A twofold task challenges the present authorities: first, gradually but eventually to replace the contract shops with others on the state-use or account system and second, to modernize the system of discipline as completely as has been done in the prison plant. It is not sufficient merely to remove the repressive methods, though that is the first step. The fundamental need is to raise the morale of the prison inmate body by the more normal life that follows when unnatural repressions are removed. The final step should be to secure the cooperation of the inmates by an organized prison body to handle much of the prison community life. In this way men may be trained for life in the larger and freer community life on their discharge and the prison may become a genuine educational institution instead of merely a punitive one.



## RAWLINS, WYOMING

Visited July 15, 1925.

For many years prisoners of Wyoming Territory were "farmed out" at Joliet, Illinois. Later a federal prison was built at Laramie. When Wyoming was admitted to the Union the Laramie prison was turned over to the State and was the State prison until 1901 when it was moved to Rawlins. From 1901 to 1911 both the prison and the inmates were leased to a contractor who paid the State a small per diem rate for their work and who was free to work, feed and handle the inmates as he desired. The usual and inevitable result of such an arrangement, serious disturbances in the prison, soon developed and continued so that the State took over the control and management in 1911.

### I

#### GROUND AND PLANT

A three-story administration building is joined to the cell house on the left. These units are built of red sandstone. The mess hall with chapel on the second floor is connected with the cell house. In the yard of about  $1\frac{1}{2}$  acres, enclosed by the wall, is a hospital, a workshop and a power plant. Outside the wall are farm buildings, store houses and about 40 acres of ground.

**1. Housing**—There is but one cell house in which the 136 cells are built in four tiers. Plumbing was put into the cells in 1911, a difficult thing to do as there was no service corridor between the rows of cells. In most of the cells, which are 7 x 5 and 7 feet high, two men are celled. A double-deck

bunk, mattress and blankets, is the standard cell equipment but considerable freedom is given the inmates in furnishing their own cells.

On the third floor of the administration building a large but rather barn-like room is used as a dormitory for about 40 men who work outside of the prison proper.

## II

### ADMINISTRATION

**1. Control**—The prison control is vested in the State Board of Charities and Reform, composed of the Governor, Secretary of State, Superintendent of Public Institutions, State Treasurer and State Auditor. The latter and three members act as the State Purchasing Board. The Governor and Board appoint the warden for a term of four years.

**2. Warden**—The warden is Frank A. Hodsell, appointed April, 1920. He was formerly a sheriff and was for many years a U. S. Marshall.

**3. Deputy**—The deputy warden is F. R. Kiefer, appointed February, 1920. He has been an employee of the prison since August, 1919, and had several years' experience in the regular army.

**4. Guards**—There are 23 guards appointed by the warden and approved by the board. There is no civil service law. The guards work twelve hours a day.

#### **5. Salaries and Pensions—**

Warden.....	\$3,000	quarters and maintenance (authorized by law, but no quarters have ever been provided)
Deputy.....	2,100	quarters and maintenance
Guards.....	840 to \$1,080	quarters and maintenance
Doctor (part time)...	1,500	
Chaplain.....	6.25	for each service held

There is no pension system.

### III

#### PRISONERS

1. **Population**—There were on July 15, 1925, 304 prisoners. The biennial report for 1923-24 shows a total of 240 prisoners received, of whom 114 had been in the state less than one year and 63 but one month or less. An analysis of this group follows:

##### Ages at time of commitment:

20 years and under..	36	41 to 50 years...	19
21 to 30 years.....	113	51 and over.....	11
31 to 40 " .....	61		

##### Nativity:

Native-born...	199	Foreign-born...	41
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##### Race:

White...	196	Negro...	25	Other races...	19
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##### Education:

Illiterate.....	19	High school.....	25
Common school..	191	College.....	5

##### Sentences:

Indeterminate...	231
Determinate....	9
(life sentence)	

The method of execution is hanging.

2. **Classification**—There is no classification.

3. **Insane**—The insane are transferred to the state hospital.

### IV

#### DISCIPLINE

1. **Rules and Regulations**—Printed rules are posted conspicuously. There is no silent system. There is a gun

guard in the shirt shop and in the cell block but none in the mess hall. The visiting rules are flexible. Prisoners and visitors are separated by two wire screens about two feet apart. A guard sits between the screens. Prisoners may write two letters a week. Newspapers are permitted.

**2. Punishments**—The most severe punishment ordinarily administered is solitary confinement up to ten days on bread and water in the "dungeon." This consists of underground cells built of concrete with small ventilating shafts to the surface. A dozen men in the last five years have been "hosed." The stream of water used is cold but has little force. Other punishments include loss of privileges, loss of "good time," confinement in ordinary cells (sometimes on bread and water), and the wearing of stripes in case of escape or attempted escape.

## V

### HEALTH

**1. Hospital**—The hospital is a one-story building in the prison yard. It has one ward, an operating room not completely equipped, and a sun porch. While not up to modern institutional hospital standards it is well kept, unusually pleasant for a prison hospital, and, considering the small population, fairly adequate for its purpose.

**2. Medical Staff**—A part-time doctor visits the prison daily, and a dentist is subject to call.

**3. Psychological Work**—There is none.

**4. Commissary**—The mess hall, connected with the cell house, was built in 1915. It is fairly well lighted and ventilated and the sanitary condition was good. The men are seated at tables all facing one way. No knives or forks are allowed; a large spoon is supplied to each man.

The kitchen and bakery were clean and well kept but both

need some additional equipment. The bakery has no dough mixer.

The diet is very little varied by farm produce because of the very small garden area under cultivation. Prisoners are allowed to purchase groceries and to keep them in their cells.

**5. Baths**—There are 12 showers and 2 tubs in the bath house, which is poorly suited to the purpose. In the trustees' room there is one shower and one tub. One bath weekly is required; trustees, kitchen men, etc., may bathe daily.

**6. Recreation**—The space available for outdoor recreation is small. Baseball games are played with outside teams and the prison team is allowed to go outside to play. The recreation hours in summer are from 3:30 to 5:00 P.M. daily, all Saturday afternoons, and all day on Sundays and holidays. In winter prisoners are given the freedom of the cell block during recreation hours.

**7. Entertainments**—Moving pictures are shown once a week, on Saturday, throughout the year. There are occasional lectures, concerts and other entertainments furnished by outsiders. The inmates present three or four shows a year. The public is admitted, the proceeds going to the Amusement Fund.

## VI

### INDUSTRIES

**1. Workshop**—The workshop, built in 1923, to replace one burned down, is well lighted and ventilated and adequate in size. Working conditions are comparable to modern factory standards.

**2. Character**—The main industry is the shirt shop, operated under the contract system by the Reliance Manufacturing Company of Chicago. This shop was opened in

June, 1917. The State contracts to furnish at least 150 men a day. The company pays the State on the basis of production, guaranteeing a minimum of 70 cents per man per day. The prison also manufactures clothes for its own use.

**3. Employment**—Of the total population of 304 on July 16, 1925, the shirt shop employed 190. The gardens, garage, etc. employ 40, all trusties; 68 are used in maintenance and 6 are idle.

**4. Vocational Training**—Most of the men in the shirt shop are receiving no vocational training, as this is a woman's industry in outside shops.

**5. Compensation**—Prisoners employed in the shirt shops are given a bonus. About 75 per cent. of them receive something, the usual amount being \$4.00 to \$4.50 a month. There is no compensation for the other prisoners.

## VII

### EDUCATION

**1. Library**—The library contains 2,000 books, in fair condition. Twenty-eight magazines are subscribed for by the prison.

**2. School**—School is held in the chapel during the winter months from 7:00 to 9:00 P.M. five days a week. The work of the lower grades is covered. It is under the supervision of two town teachers.

**3. Other Courses**—Twelve men are studying correspondence courses.

## VIII

### RELIGION

**1. Chapel**—The chapel or auditorium is over the mess hall and is entered from the cell house by a bridge from the



second tier of cells. It is fairly well lighted and ventilated. This room is used for school and entertainments as well as religious purposes.

2. **Chaplain**—There are two part-time chaplains, one Protestant and one Catholic.

3. **Services**—Three Protestant services and one Catholic service a month are held on Sunday afternoons.

4. **Other Agencies**—The Salvation Army visits the prison occasionally.

## IX

### TRAINING IN CITIZENSHIP

There is no training for the responsibilities of citizenship by inmate community organization.

## X

### PAROLE

A State Board of Pardons consisting of five members, meets quarterly and handles the parole work, but there is no agent. Prisoners with good records are paroled automatically at the end of their minimum sentences. Monthly parole reports are made in writing and are confirmed by the employer. During the biennial period 1923-4, 38 men and 5 women were paroled.

## XI

### COST

Gross cost for the biennial period ending September	
30, 1924.....	\$255,877.09
† Estimated earnings.....	84,000.00
Net cost.....	<u>\$171,877.09</u>

† Earnings from shirt contract \$3,000 to \$4,000 a month.

## COMMENT

1. The morale of the prison population at Rawlins does not appear to be bad and the discipline in general does not seem to be as severe as certain of its features would lead one to expect. The "hosings" while seldom resorted to, are a form of punishment which has been abandoned in most prisons, and should be discontinued here. The underground dark cells are worse than the disciplinary problems demand. Gun-guards in the cell block and shops have been dispensed with in a majority of the prisons of the country. The rule against the use of knives and forks in the dining hall is one seldom encountered elsewhere. It is an absurd relic of former days. The practise of seating men so that they all face in the same direction could also be abandoned, as many prisons have done. There is however no gun-guard or silent rule in the dining hall. This is in line with the usual modern practise.

2. While most of the prison plant is old and hard to keep up, it is cared for as well as the construction permits. It is unfortunate that the inadequate number of cells makes the bad practise of putting two men in a cell necessary, but every attempt is made to compensate for the bad features of the old cell block. The kitchen, mess room, etc., are clean and well kept. The hospital is unusually pleasant, a characteristic which balances some of its obvious limitations. The shirt shop is modern and the working conditions there are good.

3. This prison is handicapped by the impracticability of operating farm land enough to add greatly to the prison dietary.

4. From the standpoint of mental and physical health the daily outdoor recreation provided is excellent although the space available is restricted.

5. The contract system, under which the shirt shop oper-

ates, has inherent faults which have caused prisons in recent years to turn from it. Operation under this system is better than idleness and it has a particular attraction for small prisons in sparsely populated states which have difficulty in solving their industrial problems.

The shirt industry is open to further criticism in that it has almost no vocational value, this type of work being done by women in outside shops. In a non-industrial state like Wyoming this fact is especially pertinent. There is no denying however that the industry is a revenue producer.

Granting compensation to the prisoners is in line with the practise of the most successful industrial prisons. The amount is small and some provision for those prisoners not employed in the shirt shop would appear just. The payment only of those employed in a contract shop is one of the faults commonly found in the system. Consideration of the price (about five cents per shirt) paid the State by the company indicates that the fault could be corrected without imposing too great a burden on the contractor.

6. Under the present officers, the disciplinary features commented on here are not likely to lead to serious results, for the discipline is apparently fair-minded and in the main sympathetic. They should not be perpetuated at the prison, however, where under future officers they may be carried on and become serious abuses.

7. It seems probable that in this prison the present officers could successfully develop an inmate community organization which would help train the prisoners for the responsibilities of citizenship which they must face outside.



# APPENDIX I

## PRISON DIRECTORY

### PRISONS

### WARDENS

#### FEDERAL PRISONS

##### CIVIL

Leavenworth, Kansas  
McNeil Island, Wash.

W. I. Biddle  
Finch R. Archer

##### MILITARY

##### *Army*

U. S. Disciplinary Barracks  
Ft. Leavenworth, Kansas

Colonel Geo. O. Cress

Atlantic Branch—  
U. S. Disciplinary Barracks  
Governors Island  
Fort Jay, New York

Colonel H. E. Yates

Pacific Branch—  
U. S. Disciplinary Barracks  
Alcatraz, Cal.

Colonel William M. Morrow

##### *Navy*

U. S. Naval Prison  
Portsmouth, N. H.

Lieut. Colonel R. O. Underwood  
U. S. Marine Corps.

U. S. Naval Prison  
Mare Island, Cal.

Lieut. Colonel F. A. Ramsey  
U. S. Marine Corps.

## STATE PRISONS

Arizona, Florence	Scott White
California, Folsom	J. J. Smith
California, San Quentin	Frank J. Smith
Colorado, Canon City	Thomas J. Tynan
Connecticut, Wethersfield	Henry K. W. Scott
Delaware, Wilmington	Elmer J. Leach
Idaho, Boise	J. W. Wheeler
Illinois:	
Joliet	E. J. Green
Joliet, Women's	Mrs. C. Elinor Rulien
Menard	F. R. Woelfle
Indiana, Michigan City	W. H. Daly
Iowa, Fort Madison	T. P. Hollowell
Kansas, Lansing	W. H. Mackey
Maine, Thomaston	F. Morris Fish
Maryland, Baltimore	Patrick J. Brady
Massachusetts, Charlestown	William Hendry
Michigan, Jackson	Harry H. Jackson
Michigan, Marquette	J. P. Corgan
Minnesota, Stillwater	J. J. Sullivan
Missouri, Jefferson City	Leslie Rudolph
	(Acting Warden)
Montana, Deer Lodge	A. B. Middleton
Nebraska, Lancaster	W. T. Fenton
Nevada, Carson City	W. J. Maxwell
New Hampshire, Concord	Charles B. Clark
New Jersey, Trenton	Joseph S. Hoff
New Mexico, Santa Fé	John B. McManus
New York:	
Auburn	Brigadier General Edgar
	S. Jennings
Clinton	Harry M. Kaiser
Great Meadow	William E. Hunt
State Prison for Women,	
Auburn	E. S. Jennings
Sing Sing	Lewis E. Lawes



## STATE PRISONS

North Dakota, Bismarck	John J. Lee
Ohio, Columbus	P. E. Thomas
Oregon, Salem	J. W. Lillie
Pennsylvania:	
Eastern State Peniten-	
tiary, Philadelphia	Col. John C. Groome
Western State Peniten-	
tiary, Pittsburgh	Stanley P. Ashe
Rockview Prison, Belle-	
fonte	J. O. Stutsman
Rhode Island, Howard	Chas. E. Linscott
South Dakota, Sioux Falls	Geo. T. Jameson
Utah, Salt Lake City	Richard E. Davis
Vermont, Windsor	Ralph H. Walker
Washington, Walla Walla	Clarence E. Long
West Virginia, Moundsville	S. P. Smith
Wisconsin, Waupun	Oscar Lee
Wyoming, Rawlins	Frank A. Hodsell

## APPENDIX II

### POPULATION OF STATE PRISONS AS OF JANUARY FIRST

<i>Prison</i>	1910	1915	1918	1921	1924	1925	1926
Alabama.....	3,381	....	....	2,725	2,899	2,968	3,002
Arizona.....	405	....	254	328	361	449	473
Arkansas.....	794	....	1,083	876	1,358	1,274	1,424
California—Folsom.....	2,816	1,147	971	847	1,401	1,423	1,630
—San Quentin.....		2,327	2,221	1,904	2,818	3,085	3,343
Colorado.....	713	....	632	595	840	....	....
Connecticut.....	605	632	616	566	524	524	548
Delaware Workhouse....	290	350	437	303	388	363	398
Dist. of Columbia.....	787	....	242	173	299	377	....
Florida.....	1,297	1,511	1,525	1,125	1,374	1,381	1,433
Georgia.....	2,574	....	3,406	3,076	271	433	....
Idaho.....	220	290	225	219	273	279	347
Illinois—Joliet.....	2,509	1,724	1,672	1,603	1,984	2,098	2,427
—Menard.....	not available	....	....	....	....	....	1,543
Indiana.....	1,229	1,181	1,162	972	1,774	1,800	1,736
Iowa.....	505	635	556	478	870	987	1,022
Kansas.....	882	768	645	748	1,183	1,251	1,598
Kentucky.....	2,028	672	579	370	519	648	655
Louisiana.....	1,999	2,045	1,677	1,356	1,482	1,407	1,593
Maine.....	201	....	....	....	180	223	264
Maryland.....	1,103	1,018	848	838	974	1,114	1,117
Massachusetts.....	850	728	589	484	649	679	805
Michigan—Marquette.....	....	335	....	....	....	....	749
—Jackson.....	1,062	994	1,188	1,211	1,882	2,115	2,264
Minnesota.....	736	1,153	918	765	1,039	1,059	1,086
Mississippi.....	1,690	1,481	1,332	1,202	1,407	1,381	1,467
Missouri.....	2,307	....	2,678	2,182	2,265	2,641	....
Montana.....	691 <sup>1</sup>	615	678	500 <sup>1</sup>	346	393	420
Nebraska.....	481	369	367	553	591	628	653
Nevada.....	199	197	96	99	136	137	201
New Hampshire.....	147	228	209	112	136	142	146
New Jersey.....	1,373	1,423	977	970	1,231	1,308	1,502
New Mexico.....	313	371	456	297	314	338	375

## POPULATION OF STATE PRISONS—(Continued)

	1910	1915	1918	1921	1924	1925	1926
New York—Auburn ...	....	1,458	1,269	1,208	1,377	1,325	1,297
—Clinton....	4,652	1,387	1,322	1,054	1,279	1,297	1,430
—Great Meadow.	....	avail- able	682	562	652	771	932
—Sing Sing..	....	1,622	1,129	1,121	1,232	1,392	1,448
North Carolina.....	710	not avail- able	not avail- able	827	1,240	1,275	1,415
North Dakota.....	212	268	179	241	225	231	304
Ohio.....	1,667	1,701	1,996	2,290	2,637	2,992	2,649
Oklahoma.....	1,110	1,318	1,413	1,471	1,707	1,878	1,933
Oregon.....	399	....	346	279	397	467	....
Pennsylvania—Eastern.	2,788	1,463	1,427	1,580	1,304	1,398	1,430
—Western.		951	1,199	1,281	1,648	1,595	1,741
Rhode Island.....	129	153	178	212	256	321	274
South Carolina.....	848	350	457	284	536	539	531
South Dakota.....	207	220	200	232	317	343	446
Tennessee.....	1,813	1,214	1,200	931	1,203	1,338	1,390
Texas.....	3,523	3,337	3,631	2,561	3,806	3,580	3,420
Utah.....	270	307	187	129	228	306	209
Vermont.....	170	230	122	295	283	322	272
Virginia.....	2,145	2,268	1,848	1,458	1,771	1,873	1,920
Washington.....	1,096	807	615	608	763	828	927
West Virginia.....	1,071	1,190	912	836	1,622	1,563	1,874
Wisconsin.....	719	805	861	667	704	721	855
Wyoming.....	257	246	279	306	313	310	282
Leavenworth—Federal..	1,904	1,093	1,629	1,649	2,502	2,995	3,055
Atlanta—Federal.....		885	1,236	1,719	2,549	2,849	2,907

Data for 1910 From Bureau of Census 1910

1918

1921

1924

1925

From data compiled by the Secretary to the Warden  
of California State Prison, San Quentin, Cal.

# APPENDIX III

## TABLE ON INDUSTRIES

Prison	Popu- lation	NUMBER OF MEN EMPLOYED					Sick In- sane, Idle, etc.	Chief Product
		State Use	State Ac- count	State Use & Ac- count	Con- tract	Main- te- nance		
Arizona . . . . .	459	248*				153*	58	Flour, Farm Products
California: San Quentin Folsom . . . . .	1,599			840		714	45	Burlap, Shoes, Cloth- ing Stone Quarry Prod- ucts, Shoes, Cloth- ing
Colorado . . . . .		Data	not sup	plied				
Connecticut . . . .	534				335	149	50	Shirts
Delaware . . . . .	378				217	124	37	Clothing
Idaho . . . . .	308	43			182	54	29	Shirts
Illinois: Joliet . . . . .	2,326			1,563		676	87	Clothing, Shoes, Fur- niture
Menard . . . . .	1,443			1,041		302	100	Clothing, Knit Goods, Brick, Stone Quarry Products
Indiana . . . . .	1,740		177		676	620*	267	Furniture, Shirts, Twine, Auto Tags, & Highway Mar- kers
Iowa . . . . .	1,005			325	239	Not su	plied	Shirts, Furniture, Shoes, Farm Prod- ucts
Kansas . . . . .	1,435			796		498	141	Coal Mining, Binder Twine, Brick
Maine . . . . .	275		120		29		126	Wagons, Carriages, Sleighs, Wheel- barrows, Harness, & Brooms
Maryland . . . . .	1,121	67			831	148	75	Foundry, Shirts, Overalls, Furniture, Auto Tags, Print- ing

TABLE OF INDUSTRIES—(Continued)

Prison	Population	NUMBER OF MEN EMPLOYED					Sick, In-sane, Idle, etc.	Chief Product
		State Use	State Account	State Use & Account	Contract	Maintenance		
Massachusetts	777			564		196	17	Aluminum ware, Auto plates, Brush, Clothing, Shoes, Underwear
Michigan: Jackson .....	2,202			1,634			568	Twine, Textiles, Auto Tag, Brick & Cement
Marquette .....	780			407		192	181	Boxes, overalls Saw-mill products
Minnesota .....	1,082		696			336	50	Binder Twine Farm Machinery
Montana .....		No Industries						Some road work & ranch products
Missouri .....	2,777	38	61		1,638†	598	442	Boots, Shoes, Shoe Findings, Clothing, Brooms, Binder Twine, Rope & Stone Quarry Products
Nebraska .....	645		75		350	200	20	Shirts & Furniture
Nevada .....		No Industries						Some Ranch Products & Road Work
New Hampshire	146				99	42	5	Chairs
New Jersey .....	1,522	403				513	606	Auto Tag, Furniture, Shoes, Clothing
New Mexico .....	380			225		144	11	Brick, Tile, Lime, Rugs, Clothing, Socks
New York: Auburn .....	1,281	838				325	123	Auto Tags, Blankets, Furniture, Brooms, Foundry Products
Clinton .....	1,361	736				380	245	Weaving, Cotton Shirts, Clothing Construction
Great Meadow	859	558				282	19	Mats, Construction, Farm Products
Sing Sing .....	1,403	769				529	105	Shoes, Brushes, Mattresses, Sheet Metal, Knitting & Hosiery
North Dakota	253		115			118	20	Binder Twine
Ohio .....	2,498	1,351				624	523	Shirts, Tags & Woolens
Oregon .....	490	94	84			181	131	Flax Products
Pennsylvania: Eastern .....	1,372	280			92†	772	228§	Shoes, Hosiery, Underwear, Printing, Weaving & Clothing

TABLE ON INDUSTRIES—(Continued)

Prison	Popu- lation	NUMBER OF MEN EMPLOYED					Sick, In- sane, Idle, etc.	Chief Products
		State Use	State Ac- count	State Use & Ac- count	Con- tract	Main- te- nance		
Penn. (Cont'd)								
Western.....	1 039	252				595	192	Weaving, Clothing & Tag
Rockview....	709	312				396		Farm Products, Can- nery, Concrete Blocks
Rhode Island...	490	114			240	104	32	Shirts
South Dakota...	363		253			60	35	Farm Products, Bin- der Twine, Crushed Rock
Utah.....	229		45			80	104	Overalls
Vermont.....	283				180	90	13	Shoes
Washington....	927	319				308	300	Auto Plates, Shoes, Clothing, Socks, Dairy Farm Prod- ucts
W. Virginia....	1,821	200			1,202	285	134	Clothing, Shirts, Broom, Whip
Wisconsin.....	819			313	327	163	16	Binder Twine, Hos- iery, Farm Prod- ucts
Wyoming.....	304				190	108	6	Shirts

\* Includes both maintenance and state-use stops.

† Cut-make-and-trim manufacturers' contracts.

‡ Manufacturer's agreement.

§ Includes men making articles for sale. All money received is credited to their personal account.



# APPENDIX IV

## TABLE ON COSTS

FOR LAST ACCOUNTING PERIOD AS SHOWN IN REPORTS IN THIS BOOK  
FIGURES SHOWN IN ( ) DESIGNATE SURPLUS

<i>Prison</i>	<i>Pop- ula- tion</i>	<i>Gross Cost</i>	<i>Earnings</i>	<i>Net Cost or surplus</i>	<i>Gross per capita cost</i>	<i>Net per capita cost or sur- plus</i>
Arizona	457	118,923.54	11,915.36	107,008.18	260.23	234.15
California						
San Quentin	3,284	659,000.00	42,000.00	617,000.00	200.67	187.88
Folsom	1,599	365,136.26	20,000.00	345,136.26	228.35	215.84
Colorado <sup>5</sup>		—19 22—			308.76	247.20
Connecticut	534	183,691.58	141,788.37	41,903.21	342.12	76.60
Delaware	410	123,488.50	148,577.35	(25,088.85)	301.19	(61.19)
Idaho <sup>1</sup>	309	150,000.00	50,000.00	100,000.00	242.71	161.81
Illinois:						
Joliet <sup>1</sup>	2,326	1,540,912.00	517,200.00	1,023,712.00	331.23	220.05
Menard <sup>1</sup>	1,441	1,265,720.00	532,244.00	733,476.00	439.18	254.50
Indiana	1,740	403,831.82	77,957.45	325,874.37	231.09	187.28
Iowa <sup>1</sup>	1,005	708,734.93	149,704.63	559,030.30	352.60	278.12
Kansas	1,435	484,505.17	306,000.00	178,505.17	337.63	124.39
Maine	275	183,443.64	87,948.61	95,495.03	667.07	347.25
Maryland <sup>3</sup>	1,121	524,873.10	309,816.92	215,056.18	468.22	191.84
Massachusetts	777	282,622.20	166,017.04	116,605.16	363.73	150.08
Michigan:						
Marquette:	780	538,906.43	67,985.21	470,921.22	417.56	330.40
Jackson <sup>3</sup>	2,202	1,407,908.16	269,205.10	1,138,703.06	454.46	332.22
Minnesota	1,082	448,200.55	485,173.31	(36,972.76)	414.23	(34.17)
Montana	393	177,000.00		177,000.00	466.61	466.61
Missouri	2,840	1,059,669.35	805,403.46	254,265.89	373.12	89.53
Nebraska	645	187,000.59	48,900.06	138,100.53	290.00	214.11
Nevada <sup>3</sup>	143	287,737.60		287,737.60	632.95	632.95
New Hampshire	146	76,999.98	39,302.48	37,697.50	513.70	258.20
New Jersey <sup>4</sup>	1,522	627,979.80		627,979.80	412.60	412.60
New Mexico	384	99,366.50	17,650.10	81,716.40	258.77	212.80

TABLE OF COSTS—(Continued)

<i>Prison</i>	<i>Pop- ulation</i>	<i>Gross Cost</i>	<i>Earnings</i>	<i>Net cost or surplus</i>	<i>Gross per capita cost</i>	<i>Net per capita cost or sur- plus</i>
New York:						
Auburn	1,281	456,668.15	135,283.29	321,384.86	356.49	250.90
Clinton	1,361	487,175.22	27,838.40	459,336.82	357.95	337.49
Comstock	859	299,550.87	7,887.84	291,663.03	347.55	339.53
Sing Sing	1,406	527,089.90	20,045.55	507,044.35	374.96	360.63
North Dakota	253	153,000.00	114,500.00	38,500.00	604.74	152.17
Ohio	2,554	544,576.90	163,097.47	381,479.43	213.23	149.36
Oregon	498	333,953.83		333,953.83	335.35	335.35
Pennsylvania:						
Eastern <sup>1</sup>	1,372	591,806.24	321,102.20	270,704.04	431.35	197.31
Rockview	709	Included in	Western Pe	nnsylvania R	eport	
Western <sup>3</sup>	1,039	967,272.33	474,443.98	492,828.35	553.46	281.94
Rhode Island	519	238,505.58	151,779.04	86,726.54	459.55	167.10
South Dakota	392	157,300.00	35,458.13	121,841.87	401.27	310.82
Utah	229	Data not	available			
Vermont <sup>1</sup>	283	249,309.79	86,816.18	162,493.61	440.47	287.10
Washington <sup>2</sup>	927	377,865.29		377,865.29	202.64	202.64
West Virginia	1,821	271,423.04	286,459.25	(15,036.21)	149.05	(8.26)
Wisconsin	819	795,724.61	796,938.19	(1,213.58)	971.58	(1.48)
Wyoming <sup>1</sup>	304	255,877.09	84,000.00	171,877.09	420.85	282.69

<sup>1</sup> 2 years.<sup>2</sup> 23 months.<sup>3</sup> New construction included.<sup>4</sup> Earnings from industries not included in prison financial statements.<sup>5</sup> Biennial report 1921-22.

## APPENDIX V

### CAPITAL PUNISHMENT\*

The Death Penalty was abolished in the following states:

Michigan.....	1847
Rhode Island.....	1852
Wisconsin.....	1853
Kansas.....	1872
Maine.....	1887
Minnesota.....	1911
North Dakota.....	1915
South Dakota.....	1915

The Death Penalty is absolute for First Degree Murder in the following seven states:

Connecticut	New York
Florida	New Mexico
Massachusetts	North Carolina
Vermont	

In First Degree Murder cases the jury or court may choose between the Death Penalty and life imprisonment in the thirty-three states following:

Alabama	Kentucky	Oklahoma
Arizona	Louisiana	Oregon
Arkansas	Mississippi	Pennsylvania
California	Missouri	South Carolina
Colorado	Montana	Tennessee
Delaware	Maryland	Texas
Georgia	Nebraska	Utah
Idaho	Nevada	Virginia
Illinois	New Hampshire	Washington
Indiana	New Jersey	West Virginia
Iowa	Ohio	Wyoming

\* For a general statement of this subject see The Death Penalty Number of the Bulletin issued by this Society.

For statistical information see *Man's Judgment of Death*, by Warden Lewis E. Lawes.—G. P. Putnam's Sons.

## APPENDIX VI

### READING LIST

Of some of the more important works in English dealing with Punishment for Crime, with special reference to Prisons.

#### I. PUNISHMENT IN GENERAL

- CESARE BECCARIA, *Crimes and Punishments*. 1764.  
COLEMAN PHILLIPSON, *Three Criminal Law Reformers—Beccaria, Bentham, Romilly*. New York, 1923.  
GUSTAV ASCHAFFENBURG, *Crime and Its Repression*. Boston, 1913.  
H. OPPENHEIMER, *The Rationale of Punishment*. London, 1913.  
RAYMOND SALEILLES, *The Individualization of Punishment*. Boston, 1911.  
GEORGE IVES, *A History of Penal Methods*. London, 1914.  
F. H. WINES, *Punishment and Reformation* (New Edition). New York, 1919.

#### II. THE PRISON

##### GENERAL

- GEORGE BERNARD SHAW, *Imprisonment*. New York, 1925.  
THOMAS M. OSBORNE, *Society and Prisons*, New Haven, 1916.  
THOMAS M. OSBORNE, *Prisons and Common Sense*. New York, 1924.  
FRANK TANNENBAUM, *Wall Shadows*. New York, 1922.  
DR. MARY GORDON, *Penal Discipline*. New York and London, 1922.

## ENGLISH PRISONS

- JOHN HOWARD, *The State of the Prisons in England and Wales*. 1764.
- E. RUGGLES-BRISE, *The English Prison System*. London, 1921.
- E. RUGGLES-BRISE, *Prison Reform at Home and Abroad*. New York, 1925.
- S. HOBHOUSE and A. F. BROCKWAY, *English Prisons Today*. London, 1922.
- S. and B. WEBB, *English Prisons Under Local Government*. New York, 1922.

## AMERICAN PRISONS

- CHARLES DICKENS, *American Notes*. New York.
- O. F. LEWIS, *The Development of American Prisons and Prison Customs, 1776-1845*. New York, 1922.
- S. J. BARROWS, *Prison Systems of the United States*. U. S. House Document 566, 1900.
- G. DEBEAUMONT and A. DETOQUEVILLE, *On the Penitentiary System of the United States*. Philadelphia, 1833.
- C. R. HENDERSON, *Penal and Reformation Institutions*. New York, 1910.
- H. E. BARNES, *The Repression of Crime*. New York, 1926.
- J. O. STUTSMAN, *Curing the Criminal*. New York, 1926.
- Z. R. BROCKWAY, *Fifty Years of Prison Service*. New York, 1912.
- CORINNE BACON, *Prison Reform*. New York, 1916.
- JULIA K. JAFFRAY, Ed., *The Prison and the Prisoner*. Boston, 1917.
- J. F. FISHMAN, *Crucibles of Crime*. New York, 1920.
- E. S. WHITIN, *The Caged Man*. New York, 1913.
- E. S. WHITIN, *Penal Servitude*. New York, 1912.
- PHILIP KLEIN, *Prison Methods in New York State*. New York, 1920.
- New York Prison Survey Committee Report. Albany, 1920.
- New Jersey Prison Inquiry Committee Report. Trenton, 1917.
- Pennsylvania Commission to Investigate Penal Systems, Report. Philadelphia, 1919.

## THE PRISON FROM WITHIN

- JACK BLACK, *Breaking the Shackles*. San Francisco, 1926.  
 A. BERKMAN, *Prison Memoirs of an Anarchist*. New York, 1912.  
 A. BURGLER, *In the Clutch of Circumstance*. New York, 1922.  
 MADELEINE Z. DOTY, *Society's Misfits*. New York, 1916.  
 JULIAN HAWTHORNE, *Confessions of a Convict*. Philadelphia, 1893.  
 DONALD LOWRIE, *My Life in Prison*. New York, 1912.  
 AL JENNINGS, *Through the Shadows with O'Henry*. New York, 1921.  
 CONSTANCE LYTTON and JANE WHARTON, *Prisons and Prisoners — Personal Experiences*. New York, 1914.  
 KATE R. O'HARE, *In Prison*. New York, 1923.

## III. GENERAL TREATISES

The following works on criminology and penology contain valuable discussions on principles and methods of punishment, on prison discipline and on the indeterminate sentence and parole.

- CESARE LOMBROSO, *Crime, Its Causes and Remedies*. Boston, 1914.  
 RAFFAELE GAROFALO, *Criminology*. New York, 1914.  
 ENRICO FERRI, *Criminal Sociology*. Boston, 1917.  
 DR. JAMES DEVON, *The Criminal and the Community*. New York, 1912.  
 MAURICE PARMELEE, *Criminology*. New York, 1918.  
 E. H. SUTHERLAND, *Criminology*. Philadelphia, 1924.  
 J. L. GILLIN, *Criminology and Penology*. New York, 1926.  
 B. G. LEWIS, *The Offenders* (Second Edition). New York, 1917.  
 L. N. ROBINSON, *Penology in the United States*. Philadelphia, 1921.

## IV. PERIODICALS

Many of the more recent contributions to the understanding of the prison problem are to be found only in the bound and current numbers of the following periodicals:



*Journal of the American Institute of Criminal Law and Criminology*  
—Chicago.

*American Prison Association*—Proceedings.

*Prison Association of New York*—Annual Reports.

*National Conference of Charities and Corrections* (Social Work)—  
Proceedings.

*National Committee on Prisons and Prison Labor*—Leaflets.

*Pennsylvania Prison Society*—Prison Journal.

*Pennsylvania Committee on Penal Affairs*—Bulletins.

*National Society of Penal Information, Inc.*—Bulletins.





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